STANDING COMMITTEE ON WATER RESOURCES
(2017-2018)

22

SIXTEENTH LOK SABHA

MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT & GANGA REJUVENATION

DEMANDS FOR GRANTS (2018-19)

{Action Taken by the Government on the Observations / Recommendations contained in the Twentieth Report (Sixteenth Lok Sabha) of the Standing Committee on Water Resources}

TWENTY SECOND REPORT

LOK SABHA SECRETARIAT

August, 2018 / Shravana,1940 (Saka)

TWENTY SECOND REPORT

STANDING COMMITTEE ON WATER RESOURCES

(2017-2018)

(SIXTEENTH LOK SABHA)

MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT & GANGA REJUVENATION

DEMANDS FOR GRANTS (2018-19)

{Action Taken by the Government on the Observations / Recommendations contained in the Twentieth Report on Demands for Grants (2018-19) of the Ministry of Water Resources, River Development and Ganga Rejuvenation}

Presented to Lok Sabha on 09.08.2018
Laid in Rajya Sabha on 09.08.2018

LOK SABHA SECRETARIAT
NEW DELHI

August, 2018 / Shravana,1940 (Saka)

WRC NO. 32

Price:

2018 By Lok Sabha Secretariat

CONTENTS

			Page
COMPOSITION OF THE COMMITTEE (2017-18) ……			(iii)
INTRODUCTION ……			(v)
CHAPTER I	-	Report	1
CHAPTER II	-	Observations / Recommendations which have been accepted by the Government ……	37
CHAPTER III	-	Observations / Recommendations which the Committee do not desire to pursue in view of the Government's replies ..	59
CHAPTER IV	-	Observations / Recommendations in respect of which replies of the Government have not been accepted by the Committee ……. ……	60
CHAPTER V	-	Observations / Recommendations in respect of which final Replies of the Government are still awaited …….	76

ANNEXURES

I.	State-wise list of Dams and their Estimated Cost	77
II.	List of Major Works to be Undertaken under Drip Dams	78
III.	Minutes of the Eighth Sitting of the Standing Committee held on 07.08.2018	80
IV.	Analysis of Action Taken by the Government on the Observations/Recommendations contained in the Twentieth Report (Sixteenth Lok Sabha) of the Committee	82

COMPOSITION OF THE STANDING COMMITTEE ON WATER RESOURCES
(2017-18)

Shri Rajiv Pratap Rudy - *Chairperson*[*]

MEMBERS

LOK SABHA

2. Shri Radheshyam Biswas
3. Shri Devusinh Jesingbhai Chauhan
4. Shri Sudheer Gupta
5. Shri Prakash B. Hukkeri
6. Shri B. Vinod Kumar
7. Shri Mohanbhai Kundariya
8. Shri Maganti Murali Mohan
9. Shri Sidhant Mohapatra
10. Shri Abhijit Mukherjee
11. Shri Subhash Patel
12. Shri Sanjaykaka Ramchandra Patil
13. Shri Vijaysinh Mohite Patil
14. Smt. Aparupa Poddar
15. Shri Vishnu Dayal Ram
16. Shri S. P. Y. Reddy
17. Shri Ram Prasad Sarmah
18. Smt. V. Sathyabama
19. Shri Lallu Singh
20. Shri Liladharbhai Vaghela
21. Smt. Dimple Yadav

RAJYA SABHA

22. Sardar Balwinder Singh Bhunder
23. Shri Harshvardhan Singh Dungarpur
24. Shri Syed Nasir Hussain^
25. Shri Ahmad Ashfaque Karim^
26. Dr. Kirodi Lal Meena^
27. Mir Mohammad Fayaz
28. Shri Dharmapuri Srinivas
29. Shri Pradeep Tamta
30. Vacant
31. Vacant

[*] Appointed as Member and Chairperson w.e.f. 15.02.2018
^ Appointed as Member of the Committee w.e.f. 02.06.2018.

SECRETARIAT

1.	Shri Shiv Kumar	-	*Joint Secretary*
2.	Smt. Rita Jailkhani	-	*Director*
3.	Shri Kushal Sarkar	-	*Additional Director*
4.	Smt. Shanta B. Datta	-	*Committee Officer*

INTRODUCTION

I, the Chairperson, Standing Committee on Water Resources (2017-2018) having been authorised by the Committee to submit the Report on their behalf, present the Twenty Second Report on the Action Taken by the Government on the Observations / Recommendations contained in the Twentieth Report (Sixteenth Lok Sabha) of the Standing Committee on Water Resources on Demands for Grants (2018-19) of the Ministry of Water Resources, River Development & Ganga Rejuvenation.

2. The Twentieth Report of the Committee was presented to Lok Sabha and laid in Rajya Sabha on 13 March, 2018. The replies of the Government to all the recommendations contained in the Report were received in this Secretariat on 15 June, 2018.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 07 August, 2018.

4. An analysis of the Action Taken by the Government on the Observations / Recommendations contained in the Twentieth Report (Sixteenth Lok Sabha) of the Committee is given in Annexure-IV.

NEW DELHI;
07 August, 2018
16 Shravana, 1940 (Saka)

RAJIV PRATAP RUDY,
Chairperson,
Standing Committee on Water Resources

CHAPTER I

REPORT

This Report of the Standing Committee on Water Resources deals with the Action Taken by the Government on the observations / recommendations contained in their Twentieth Report (16th Lok Sabha) on the Demands for Grants (2018-19) of the Ministry of Water Resources, River Development & Ganga Rejuvenation, which was presented to Lok Sabha on 13 March, 2018. Action Taken Notes received from the Government in respect of all the 22 observations / recommendations of the Committee, have been categorized as under:

(i) Observations / Recommendations which have been accepted by the Government (Chapter II):
Para Nos. 1, 3, 7, 9, 10, 11, 12, 13, 16, 17, 19, 20 and 21
(Total – 13)

(ii) Observations / Recommendations which the Committee do not desire to pursue in view of the Government's replies (Chapter III):
Para Nos. NIL (Total – NIL)

(iii) Observations / Recommendations in respect of which replies of the Government have not been accepted by the Committee (Chapter IV):
Para Nos. 2, 4, 5, 6, 8, 14, 15, 18 and 22 (Total – 09)

(iv) Observations / Recommendations in respect of which final replies of the Government are still awaited (Chapter V):
Para Nos. NIL (Total – NIL)

2. The Committee will now deal with the action taken by the Government on some of the observations / recommendations in the succeeding paragraphs.

A. Management of Water Resources – Challenges to Meet Future Demands of Water

Recommendation (Para No. 1)

3. The Committee were concerned to note about the alarming situation in respect of availability of scarce water resources in India. They were particularly worried about the decline in per capita availability of water from 2209 m3 in the year 1991 to 1545 m3 in the year 2011. Water demand from irrigation, drinking water, industry, energy and other sectors is estimated to rise from 710 Billion Cubic Metre (BCM) in the year 2010 to 843 BCM in the year 2025 and upto 1180 BCM in the year 2050 as against the availability of 1123 BCM. Against this backdrop, the Committee noted that the Ministry had proposed several new schemes viz. Ground Water Irrigation Scheme under the Pradhan Mantri Krishi Sinchai Yojana (PMKSY) – Har Khet Ko Paani (HKKP) to provide assured Irrigation to Small and Marginal Farmers, Incentivisation Scheme to Bridge Irrigation Gap (ISBIG) to ensure utilization of irrigation potential for Projects other than 99 Priority Projects selected under PMKSY, Atal Bhujal Yojana (ABY) for select over exploited and ground water stressed areas to ensure efficient use of ground water through community participation. Besides State Water Budgeting on the lines of financial budgeting was being introduced to address the issue of over consumption of water and thereby ensure water security, safety and sustainability. While appreciating the proposed Schemes, the Committee desired that implementation of these Schemes should be expedited to realize their benefits at ground level at the earliest.

4. The Ministry in its action taken note has replied as follows: -

> "Ministry is taking action for prompt completion of appraisal and approval process of these schemes and the status is as under.
>
> i. The proposed scheme " PMKSY-Har Khet Ko Pani- GW" of Ministry of Water Resources, RD & GR aims at providing assured irrigation facilities in the identified 'most irrigation deprived' districts with sufficient scope for groundwater development. The scheme envisages enhancement of food production by more than two-fold in 96 prioritized 'most irrigation deprived' districts in 12 States, namely Assam, Bihar, Chhattisgarh, Gujarat, Jharkhand, Karnataka, Madhya

Pradesh, Maharashtra, Odisha, Telangana, Uttar Pradesh and West Bengal by providing assured irrigation to about 21.35 lakh hectare by creating irrigation facilities through tube wells, dug wells, bore wells and dug cum bore wells. This programme will give a boost to irrigation and food production in the largely tribal and backward areas of the country which are traditionally deprived of canal command irrigation. Assured irrigation will improve the socio-economic conditions of the farmers. The concept note of the proposed scheme has been submitted to the Ministry of Finance, Department of Expenditure for in-Principle Approval of the Scheme and the scheme proposal has been uploaded on the web site of Ministry of Finance in March 2018 for circulation and comments.

ii. Atal Bhujal Yojana (ABHY) of the Ministry of Water Resources, RD & GR envisages sustainable ground water management with emphasis on demand side management through community participation. The scheme is proposed to be implemented in identified over-exploited and water scarce areas in Haryana, Rajasthan, Gujarat, Uttar Pradesh, Madhya Pradesh, Maharashtra and Karnataka. The scheme has two major components, viz. Investment Component and Incentive Component. The investment component is aimed at building the capacity of the communities for self-governance of water resources and comprises institutional strengthening, improved monitoring systems to facilitate better data availability, awareness creation and capacity building of stakeholders. The incentive component envisages incentivizing the participating States for achieving pre-defined targets in respect of various activities such as preparation of Gram Panchayat wise water security, implementation of supply and demand side interventions through convergence of on-going schemes etc. The ultimate aim of the scheme of is to bring in behavioral changes at the grass-root level to change the way ground water resources are presently being managed. Provisions for participation of the communities at planning, implementation and monitoring of various interventions have also been incorporated in the scheme design. EFC of the scheme was held on 27.03.2018 and the proposal is under process for approval of the Cabinet.

The cost of the Scheme is Rs 6,000 cr to be funded equally by Govt. of India and The World Bank. The Bank has approved a loan of US$ 450 million on 5th June, 2018

iii. The meeting of EFC for the Incentivization Scheme for Bridging Irrigation Gap (ISBIG) was held on 27.3.2018. The proposal is under process for approval of the Cabinet."

5. The Committee observe that in order to face the challenge of meeting increasing demand of water from various sectors viz. Irrigation, Drinking Water, Industry, Energy, etc. which is projected to rise from 710 Billion Cubic Metre (BCM) in the year 2010 to 1180 BCM in the year 2050 as against the total water availability of 1123 BCM, the Government has proposed the introduction of three

new Schemes viz. Ground Water Irrigation Schemes under the Pradhan Mantri Krishi Sinchai Yojana (PMKSY)- Har Khet Ko Pani with the objective of providing assured Irrigation to Small and Marginal Farmers, Incentivisation Scheme to Bridge Irrigation Gap (ISBIG) to ensure utilization of irrigation potential in Projects other than 99 Priority Projects selected under PMKSY – Accelerated Irrigation Benefit Programme (AIBP) and Atal Bhujal Yojana (ABY) to ensure efficient use of Ground Water through Community Participation in the select over exploited and Ground Water Stressed Areas. All the above Schemes, if implemented will give a boost to availability of water and its judicious use. Although the Ministry has assured the Committee that it is taking prompt action for appraisal and approval process of these Schemes, the Committee are distressed to note that all these Schemes are still in the process of approval. For instance, the concept note of the Ground Water Irrigation Schemes under PMKSY has been submitted to the Department of Expenditure, Ministry of Finance for in principal approval and was uploaded on the website of the Ministry of Finance in March 2018 for circulation and comments. Similarly proposals for ABY and ISBIG Schemes are yet to be approved by the Cabinet. Also no information has been furnished to the Committee with regard to the introduction of State Water Budgeting on the lines of Financial Budgeting to ensure economic consumption of water. As the country is reeling under the pressure of severe scarcity of water, the very first challenge in the efficient and alternative management of water calls for urgent introduction of measures/schemes to ensure adequate availability of water and its economic use. Mere formulation of good schemes on paper without any plan for immediate execution will fail to be a good panacea for deteriorating condition of Water Availability in the country. Therefore, in the considered opinion of the Committee, Ministry should take urgent steps for early approval of the proposed Schemes and their implementation. The Committee would like to be apprised of the details of measures taken to complete the approval process of Schemes expeditiously and action plan chalked out for their implementation within the current financial year.

The Committee would also, in particular, like to know about the measures taken for introducing Water Budgeting to address the issue of wastage of water.

B. Budget Allocations

Recommendation (Para No. 2)

6. The Committee were distressed to note that although the Budget Allocations of the Ministry of Water Resources, River Development and Ganga Rejuvenation (MoWR, RD and GR) were increased consecutively in the last four years from Rs. 4,232 crore in the year 2015-16 to Rs. 8,860 crore in the year 2018-19, still the Ministry was increasingly depending on the borrowings to finance its crucial projects such as completion of 99 Priority Projects selected under Accelerated Irrigation Benefits Programme (AIBP), their Command Area Development, Surface Minor Irrigation (SMI) Projects and Repair, Renovation and Restoration (RRR) of Water Bodies besides financing the Polavaram Multipurpose Irrigation Project, which is a National Project. The additional funds proposed to be released from NABARD under the Long Term Irrigation Fund (LTIF) in the current year was Rs.8,000 crore, almost equal to the total budgetary provisions of the Ministry. However it was disheartening that the Ministry had woefully lagged behind in utilization of the Budget Provisions made in the last 2 years i.e. Actual Expenditure of only Rs. 4714 crore as compared to BE Allocation of Rs. 6201 crore in the year 2016-17 and Actual Expenditure of only Rs. 3003 crore as compared to BE of Rs. 6887 crore in the year 2017-18. Further an Expenditure of Rs. 3003 crore incurred up to 20 February, 2018 included the interest of Rs. 548.98 crore paid to NABARD during the year 2017-18 with no payment against Principal as initially there is a moratorium of 3 years. They found that so far, an amount of Rs. 6,974.757 crore was borrowed from NABARD. The Committee expressed their concern over the committed liability due to increasing borrowings, more so when they found that on the one hand the Ministry had not been able to utilize the funds year after year and on the other hand, it was resorting to borrowings from NABARD to finance its projects which reflected inefficient management of resources. The

Committee were at a loss to understand the reasons for not utilizing the unused amount in the Projects which had been brought under NABARD borrowings. Therefore, the Committee recommended the Ministry to re-evaluate the allocations in order to ensure judicious utilization of the available resources and reduction in future borrowings.

7. The Ministry in its action taken note has replied as follows: -

> "The provisional expenditure booked during 2017-18 is actually Rs 5310.51 cr. The savings are primarily due to less expenditure under the schemes of Namami Gange and repayment towards NABARD loan under PMKSY. Since the States/ implementing agencies under the schemes of Namami Gange did not require funds, the releases were lesser than anticipated. Similarly, due to less demand and consequent less drawal of loans, interest payment towards NABARD loan under PMKSY during 2017-18 was less than anticipated expenditure on this account.
>
> Funding of prioritized projects through LTIF has been undertaken to ensure assured funding arrangements as per requirement of the identified projects, which hitherto, were constrained due to budget mismatch and availability in States/Union Budget. Further, these projects required large quantum of funds over a short span of three years, which was not feasible given the limited resource position of the States.
>
> The expenditure progress is being regularly monitored by the Ministry and as a result the utilization of funds improved in 2015-16 i.e. Rs 6862.05 cr against Rs 7032.43 cr (RE) which was higher than the BE. In 2016-17 also, the expenditure booked was Rs 4714.13 cr against RE of Rs 4755.50 cr i.e. 99%. The reduction of RE was largely on account of Namami Gange, Ground Water and National Hydrology Project (NHP) Schemes.
>
> Further, Budget provisions under Demand of the Ministry are distributed Scheme/Head/Sub-head wise and Ministry is not at liberty to re-appropriate surplus funds under one Scheme/Head/Sub-head to another Scheme/Head/Sub-head."

8. The Committee note that as against the Budget Estimate (BE) allocation of Rs. 6,887 crore in the year 2017-18, the Ministry has booked a provisional expenditure of Rs. 5,310.51 crore for the year 2017-18. They find that saving has occurred primarily due to lesser demands from States for Projects under *Namami Gange* and Projects financed with loans from NABARD. Although the Ministry is satisfied with the fact that its Actual Expenditures are in congruence with the Revised Estimate (RE), the constant deviation of expenditure from the Budget Allocations reflects poor

projections while anticipating expenditures for the next financial year resulting into savings year after year. The fact that the BE allocations are never realistic and are substantially revised at the RE stage, has been observed consecutively in their previous Reports on Demands for Grants by the Committee. In addition, large amount of loans have also been made available from NABARD to address paucity of funds for financing Projects. However, the Committee find that the problem is rather inability of the Ministry to spend the allocated funds due to lack of commensurate support from the State Governments in implementing the Projects expeditiously. The Committee therefore are of the opinion that the Ministry should constantly pursue with the States for executing the Projects at a faster pace to harness the funds and also ensure speedy completion of the Projects. They, therefore, recommend the Government to assess the status of the Projects in the States and re-evaluate the allocations in order to ensure judicious utilization of the available resources and reduction in future borrowings.

C. *Namami Gange*

Recommendation (Para No. 4)

9. The Committee observed that the Government had launched the ambitious programme for cleaning and rejuvenating River Ganga, namely *Namami Gange* in the year 2014-15 with an approved cost of Rs. 20,000 crore. The Programme is being implemented through the National Mission for Clean Ganga (NMCG). The Committee found that out of Rs. 20,000 crore allocated under this Programme, 191 projects, at an estimated cost of Rs. 16,681.10 crore had been sanctioned. However as per the Ministry's submission, the details of completion of the Programme and time and cost over-runs (if any) would be clearer only when the Projects sanctioned came to a significant stage of implementation by December, 2018. They further noticed that NMCG had been recently restructured and strengthened to expedite the implementation of the Project. The Allocations to NMCG were being provided for four components i.e. (i)

National River Conservation Plan (NRCP)– Externally Aided Programme (EAP) (ii) NRCP– Non Externally Aided Programme (iii) National Ganga Plan (NGP) and (iv) Ghat Works and Beautification of River fronts.

National River Conservation Plan (NRCP)

The Committee noted that under the National River Conservation Plan (NRCP), the World Bank assisted Projects under the National Ganga River Conservation Authorities were being executed. They further observed that the ongoing Project Cost under this Programme was being shared between the Centre and the State Governments on 70:30 basis for World Bank funded Projects and on 85:15 basis for Japan International Cooperation Agency (JICA) assisted Projects. However for all World Bank funded Projects approved after the year 2015, Central Government was bearing 100 per cent cost. The Committee found that during the year 2016-17, the expenditure incurred under this programme was Rs. 167.5 crore (Rs. 87.10 crore under EAP Component and Rs. 80.40 crore under Programme Component). However, as informed by the Ministry, from March 2017 to January 2018, this programme had gained momentum as 21 projects involving an amount of Rs. 6054.8 crore had been sanctioned and hence, keeping in view the anticipated expenditure, the Budgetary Allocations were revised upto Rs. 627 crore for EAP component. They further noted that Allocations for the financial year 2018-19, had been kept at Rs. 770 crore (Rs. 600 crore under EAP component and Rs. 170 crore under programme component). However, to utter surprise of the Committee, an Actual Expenditure of only Rs. 224 crore had been incurred under this Programme during the year 2017-18. As per the Ministry's own admission, only 20 Projects of sewerage infrastructure projects had been completed out of the total of 97 Projects as most of the projects' implementation had suffered on account of such factors as delay in tendering process, retendering, non availability of land, legal issues, natural calamities (like floods, landslides etc.), delay in permission from local authorities for road cutting/ crossing etc. They also noted that initially, Projects could not be implemented speedily due to lack of proper planning. Now, the NMCG had taken remedial measures such

as continuous follow up with the State Programme Management Groups (SPMGs) and Urban Local Bodies (ULBs) to resolve the issues for delay. The Committee were, however, not satisfied with the pace of implementation of the Projects. In their view, had this Programme been implemented in a more planned way with details of ground work already in hand, a lot of precious time and money could have been saved. In view of the sluggish manner of Project implementation and consequent lower expenditure incurred, the Committee hoped that the Ministry will at least now make sincere efforts to complete all the sanctioned projects under this programme so as to achieve the goals of this programme within the targeted year of 2020. The Committee were further of the opinion that besides river Ganga, the scope of this Scheme should be widened to include all the Major Rivers of the country which are in equally polluted state and as such need urgent action for their rejuvenation. The Committee, therefore, recommended the Ministry to look into this aspect and inform them about the measures taken for this purpose.

10. The Ministry in its action taken note has replied as follows: -

> "The actual expenditure (released from the Ministry) under *Namami Gange* during 2017-18 is Rs 1423.22 cr. and not Rs 224 cr. The expenditure by NMCG including release to Executing Agencies during 2017-18 is Rs 1625.11 cr. Out of 104 Sewerage Infrastructure Projects sanctioned, 26 have been completed and balance 78 are planned to be completed by the timelines indicated below.

S.No.	Number of Projects	Target date of completion
1.	Twenty four	December, 2018
2.	Six	March, 2019
3.	Twenty	December, 2019
4.	Twenty eight	December, 2021

All efforts are being made to complete these projects as per the schedule.

Following important measures have been taken by NMCG to complete the projects in a time-bound manner.

i. Regular review meetings are being held at the level of Hon'ble Minister too where progress of each project is reviewed with concerned State agency;
ii. Project engineers have been appointed by NMCG to monitor the progress of the projects including appointment of Project Management Consultant (PMC) (Tata Consultancy of Engineers);
iii. Regular meetings and follow up action is taken up in NMCG with State executing agencies;
iv. Close monitoring of mile-stones for projects is being done including regular field visits.

In terms of allocation of business to various Ministries and the Scheme scope, mandate for *Namami Gange* Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned Ministry i.e. Ministry of Environment, Climate Change and Forests."

11. The Committee note that an amount of Rs. 1423.22 crore has been spent under the Programme of *Namami Gange* during the year 2017-18 whereas the Committee had pointed out Actual Expenditure of Rs. 224 crore incurred by the Government of India under the National River Conservation Plan (NRCP) component of National Mission For Clean Ganga (NMCG) during the year 2017-18 out of Rs. 627 crore allocated. The Committee, therefore, would like to be apprised of the Project/ Scheme wise Actual Expenditure made under the NRCP till date. They further observe that so far 26 Sewerage Infrastructure Projects have been completed out of 104 Projects sanctioned and the 78 remaining Projects are now scheduled to be completed by the Year December, 2021. Further several initiatives viz. regular review meetings at the level of Hon'ble Minister, appointment of Project Management Consultant (Tata Consultancy of Engineers) to monitor the progress of the projects, regular meetings and follow up action with State Executing Agencies and regular field visits have been started to monitor the status of completion of Projects in time. Noting that now the scheduled date of completion of Projects under *Namami Gange* has been extended by one year i.e. December, 2021, the Committee hope that now the Projects will be completed fast and with the

constant monitoring, the ambitious programme of cleaning and rejuvenating River Ganga will be completed within the targeted year of December, 2021.

12. The Committee further observe that as per the existing Allocation of Business to various Ministries and scope of the Scheme, *Namami Gange* programme is for cleaning of only River Ganga and its Tributaries. They further notice that inclusion of all the other Major Rivers of the country under the umbrella of this Scheme, is a major policy decision which would be taken up in consultation with the Ministry of Environment, Forest and Climate Change (MoEF&CC). The Committee are however, astonished to find that no reply has been furnished with regard to status / outcome of the consultation with the MoEF&CC in the matter of covering all the Major Rivers under this Scheme. In the considered opinion of the Committee, since the Ministry of Water Resources, River Development and Ganga Rejuvenation is the nodal Ministry entrusted with the responsibility/task to manage the water resources of the country, it becomes all the more imperative that rejuvenation of all the Major Rivers, in all of the Northern, Southern, Eastern and Western parts of the country is taken up as a whole under the umbrella of one Programme. They, therefore, reiterate the Government to move away from its Ganga centric approach and look into the aspect of bringing all the Major rivers of the country into its fold. They further recommend the Ministry to apprise them of the measures taken in this regard to enable holistic rejuvenation of all the Major Rivers of the country - which are the significant source of water for the country.

D. National Ganga Plan

Recommendation (Para No. 5)

13. The Committee observed that under the National Ganga Plan (NGP), provisions were made for implementing schemes/projects for the River Ganga and its tributaries. The Schemes for rehabilitation and

up gradation of existing Sewage Treatment Plants (STPs) and commissioning of new STPs are also included under this programme. They found that total expenditure of Rs. 1329.12 crore had been incurred under this programme, during the last four years upto 15 February, 2018. They also found that during the period March, 2017 to January, 2018 Projects worth Rs. 1670 crore had been sanctioned. Further two projects had been awarded under Hybrid Annuity Model. Besides major projects for creation of Individual Household Latrine and Solid and Liquid Waste Management worth Rs. 800 crore approx. was also being taken up. However they were concerned to find that out of 191 Projects sanctioned under *Namami Gange*, only 48 projects had been completed so far. Further as against the target of setting up 89 projects for sewage management interventions at 56 towns located along main stem of river Ganga, only 19 projects had been completed. The Committee expressed their displeasure over the fact that though the programme for cleaning and rejuvenation of River Ganga started 4 years back, a lot of time had been lost in finalizing modalities of its execution. As admitted by the Secretary himself, the actual work under this Programme had started since March, 2017 only. In view of this, the Committee were of the opinion that unless the projects were executed strictly in a time bound manner, the prospects of cleaning the river by the targeted year of 2020 looked bleak. They, therefore, strongly recommended the Ministry to make concerted efforts to complete the projects by the targeted period of 2020.

14. The Ministry in its action taken note has replied as follows: -

> **"**As stated in reply to para 4 under NRCP, the actual expenditure (released from the Ministry) under Namami Gange during 2017-18 is Rs 1423.22 cr and not Rs 224 cr. The expenditure by NMCG including release to Executing Agencies during 2017-18 is Rs 1625.11 cr. Out of 104 Sewerage Infrastructure Projects sanctioned, 26 have been completed and balance 78 are planned to be completed by the timelines indicated below.

S.No.	Number of Projects	Target date of completion
1.	Twenty four	December, 2018

2.	Six	March, 2019
3.	Twenty	December, 2019
4.	Twenty eight	December, 2021

All efforts are being made to complete these projects as per the schedule.

Following important measures have been taken by NMCG to complete the projects in a time-bound manner.

i. Regular review meetings are being held at the level of Hon'ble Minister too where progress of each project is reviewed with concerned state agency;
ii. Project engineers have been appointed by NMCG to monitor the progress of the projects including appointment of PMC (Tata Consultancy of Engineers);
iii. Regular meetings and follow up action is taken up in NMCG with state executing agencies;
iv. Close monitoring of mile-stones for projects is being done including regular field visits.

In terms of allocation of business to various Ministries and the scheme scope, mandate for Namami Gange Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned ministry i.e. Ministry of Environment, Climate Change and Forests."

15. The Committee find the replies furnished by the Ministry in the matter are more of repetitive in nature. There is no additional information on concrete achievement of milestones under the *Namami Gange* programme except the completion of 26 Sewarage Infrastructure Projects out of 104 sanctioned Projects. However, the recent spurt in expenses by National Mission for Clean Ganga (NMCG) to the tune of Rs. 1625.11 crore in 2017-18 shows that at least now, the implementation of Projects has gained pace. The Committee are inclined to believe that the current tempo of progress in Project implementation, if maintained, will enable achievement of the target of cleaning the River Ganga within the revised schedule of December, 2021. They also hope that with the current monitoring mechanism in place and vigorous work undertaken, soon the results, in terms of substantial reduction in pollution, improvement in water quality, flourishing of healthy aquatic life and beautified river fronts will be visible. Keeping in view the completion of Projects, so far, under

the various components of *Namami Gange* programme, the Committee would like to be apprised of the details of the results achieved till date in terms of maintaining *aviral dhara*, improvement in water quality, flourishing of healthy aquatic life and beautified river fronts etc. so as to reflect the exact details and extent upto which the mission for cleaning River Ganga and its Tributaries has been achieved.

E. *Ghat* Works and Beautification of River Fronts

Recommendation (Para No. 6)

16. The Committee observed that under the component of *Ghat* works and Beautification of River Fronts of *Namami Gange*, as against the budgetary provision of Rs. 50 crore for the year 2017-18, no Actual Expenditure could be incurred. During the year 2018-19, again an allocation of Rs. 50 crore was made under this Head. The Committee were astonished to find that out of total 64 projects taken up, only 24 Projects in West Bengal had been completed. Also, at present the Ministry was concentrating on *Ghat* works and Beautification of River Fronts of only Ganga River. However, while disapproving the Ganga centric mindset of the Ministry, the Committee thought that the provision of Rs. 50 crore for the works of *Ghat* and Beautification of River Fronts was minuscule as *Ghats* and River Fronts needed to be developed for a large number of Rivers in the country. They further noted that though the Projects were initially sanctioned for an amount of Rs. 1100 crore, later on only Priority Projects were taken up due to lower amount of availability of funds. They observed that recently, the Ministry was trying to arrange funds from the Corporate sector under their Corporate Social Responsibility (CSR) activities. The Committee, however, appreciated the fact that through the works like River Development and Maintenance of *Ghats*, the efforts of the Government to clean the River were more visible on the ground and as such they created an element of awareness amongst public to keep the Rivers clean. The public get more sensitized to maintain the health of Rivers around. The Committee, therefore, were of the view that there was a need to

increase Budgetary Support for these works. Further, the Committee also were of the opinion that the River Front Development works should not be limited to only River Ganga, rather it should be expanded to cover all the Major Rivers of the country. They, therefore, strongly recommended the Ministry to explore the possibility of expanding the scope of this Programme to include other Major Rivers of the country as well.

17. The Ministry in its action taken note has replied as follows: -

> "In addition to the Budgetary support available for river front development and construction/renovation of *Ghats* and crematoria, steps have been initiated to take up such works through Clean Ganga Fund. Corporate funding is also being explored for such works.
>
> As far as taking up such works on rivers other than Ganga and its tributaries, in terms of allocation of business to various Ministries and the scheme scope, mandate for Namami Gange Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned Ministry i.e. Ministry of Environment, Forests and Climate Change."

18. The Committee express their displeasure over the very abridged form of replies furnished by the Ministry with regard to the progress of ongoing work under *Ghat* Works and Beautification of River Fronts component of *Namami Gange* Programme. Though the Ministry has apprised the Committee about the steps taken to supplement the Budget resources for financing the works for Beautification of *Ghats* /River Fronts and Crematoria, etc. through Clean Ganga Fund and Corporate funding, no details have been furnished with regard to the quantum of fund garnered so far through corporate funding and amount to be taken/proposed to be taken from the Clean Ganga Fund. Further, the Ministry has also failed to provide any information on the total number of Ghat /Crematoria works undertaken along the main stem of River Ganga and the total number of such Projects so far completed. The Committee would, therefore, recommend the Ministry to provide information on the number of Ghat/Crematoria works completed on the Banks of the River, total corpus of fund accumulated and spent on these Projects so far separately and the timeline fixed for

completion of these different Projects.

19. Further regarding their recommendation to commence Beautification of River Fronts works for all the major rivers of the country, the Committee find that the Ministry has simply reiterated the fact that it is a major policy decision to be taken up with the Ministry of Environment, Forest and Climate Change (MoEF &CC). However as stated earlier in their 20th Report on Demands for Grants (2018-19) (16 LS), the Committee are of the strong opinion that the River Front Development works should not be limited to only River Ganga, rather it should be expanded to cover all the Major Rivers of the country. Therefore, they would again urge the Ministry to immediately start the process of consultation with the MoEF &CC in the matter and apprise them of the outcome thereof and the measures taken to develop and beautify the river fronts and *Ghats* of all the major rivers of the country.

F. River Basin Management

Recommendation (Para No. 8)

20. The Committee noted that the scheme of River Basin Management (RBM) consisted of two broad components namely Brahmaputra Board and Investigation of Water Resources Development Scheme (IWRDS). IWRDS was being implemented by (a) National Water Development Authority (NWDA) and (b) Central Water Commission (CWC). Under this Scheme, Brahmaputra Board was carrying out works of – (i) Survey, Investigation & preparation of Master Plan, (ii) Preparation of DPR of Multipurpose Projects (iii) Drainage Development Schemes (iv) Anti-erosion works including protection of Majuli Island, Balat Village in Meghalaya, Mankachar and Masalabari area in Assam etc from flood and erosion and (v) Construction of Raised Platforms. Further CWC had been preparing Detailed Project Reports (DPRs) of Projects in the river basins of North east region to provide hydroelectric and irrigation benefits as per proposed plan of the RBM Scheme. They also noted that the NWDA had updated water balance studies for 26 links, completed pre-feasibility studies for 15 intra-State link and Detailed Project Report (DPR) of 3 intra State links. The Committee found that Budget provision of Rs. 225 crore had been earmarked for this Scheme for the financial year 2018-19. However they observed that an Expenditure of only Rs. 146.18 crore had been

incurred in 2017-18 as against Budget Provision of Rs. 199.99 crore. They further observed that the funds had remained unutilized to a great extent due to problems such as unseasonal rainfall and high flood level of rivers, local disturbances, unavailability of forest clearances, shortage of staff, non completion of Feasibility Reports (FRs) of Himalayan Component due to international issue of Nepal/ Bhutan, etc. The Committee also noted that formation of River Basin Authority for management of water resources of each river basin in a holistic manner had been kept in abeyance despite proposal to this effect given in the Report of the National Commission for Integrated Water resources Development way back in 1999, which had suggested for enacting a legislation to replace the River Boards Act, 1956. Further a Draft River Basin Management Bill had been recommended by Doabia Committee in 2012, which had been considered by a Group of Experts under the Chairmanship of Shri A. B. Pandya, Ex Chairman, CWC. The Group of Experts had now submitted the finalized draft of the River Basin Management Bill, 2017 which was currently being considered by the Ministry. The Committee were of the opinion that many of the problems stated above which had hampered faster implementation of Projects/Works under this Scheme could be resolved if the works were undertaken basin wise. They, therefore, recommended the Ministry to take expeditious measures for the enactment of the proposed River Basin Act, to enable establishment of the River Basin Authority and management of water resources of each river basin in a holistic manner. The Committee desired to be apprised of the timelines fixed for the purpose.

21. The Ministry in its action taken note has replied as follows: -

> "The second Administrative Reforms Commission in its 7th Report titled "Capacity Building for Conflict Resolution-Fiction to Fusion" recommended under Para 5.5(c) that River Basin Organizations (RBOs) should be set up for each inter-State river, as proposed by the Report of the National Commission for Integrated Water resources Development, 1999 by enacting a legislation to replace the River Boards Act, 1956. A Committee under Chairmanship of Shri Tejinder Singh Doabia, Former Judge of M.P. and J&K High Court gave its recommendation in 2012 in the form of Draft River Basin Management Bill. A Group of Officers was constituted on 2.3.2017 to examine the report and suggest possible changes required in the draft River Basin Management Bill to make it implementable. The First meeting of the Group of officers was held on 28.4.2017. Subsequently, a meeting was held on 25.07.2017 under Chairmanship of Secretary (WR, RD & GR) wherein experts and professionals of the subject matter participated for wider discussion on the provisions of the Bill. In this meeting, it was further decided to constitute a three member Group of Experts (GoE) under Chairmanship of Shri A.B. Pandya, Ex-Chairman, CWC.
>
> The GoE so constituted held two meetings on 25.09.2017 and on 04.12.2017 and had a closer look on implementation of the Bill keeping in mind the experiences in the functioning of existing River Boards. The GoE have now submitted the finalized draft of the

RBM Bill, 2017, which is under consideration of the Ministry. Since 'Water' is a State subject and the Bill having far reaching implications in the field of Water management and conservation, it will be circulated among various stakeholders viz. State Governments and general public at large (by way of uploading on website). After receiving comments from various stakeholders, the Bill will be finalized by the Ministry and will be sent to Ministry of Law and Justice and Cabinet for their comments and approval. As such the consultation on the Bill and subsequent action is likely to take considerable time and fixing of definite timeline at this stage is not feasible."

22. The Committee note that the Draft River Basin Management Bill, 2017 has been examined and finalized by the Group of Experts under the Chairmanship of Shri A.B. Pandya, Ex-Chairman, CWC. However, the Draft Bill is under consideration of the Ministry and is proposed to be put up in public domain for wider consultation among State Governments and public. Thereafter, the Bill will be sent to the Ministry of Law and Justice and Cabinet for their comments and approval. The Committee further note that the Ministry has expressed its inability to enact the River Basin Management Bill expeditiously within a stipulated time frame on the ground that the 'Water' is a State subject and there will be far reaching implications of the Bill in the field of water management and conservation. However, the Committee are not ready to accept this contention, as in the opinion of the Committee, the conceptual framework for management of River Basins in the country in a holistic manner has been mooted and examined by a number of Committees and Groups of Experts involving comprehensive deliberations at each stage for a considerable period of time. It is now high time that this Bill be enacted expeditiously given the fact that water crisis is deepening in the country day by day, calling for integrated management of river water Basin wise, benefitting people in a much wider area, beyond the existing boundaries of States. The Committee, therefore, reiterate taking expeditious measures for the enactment of the proposed River Basin Act, to enable establishment of the River Basin Authority and management of water resources of each River Basin in a holistic manner. They further desire to be apprised of the timelines fixed for the purpose.

G. Real Time Assessment of Water in Reservoirs

Recommendation (Para No. 11)

23. The Committee were surprised to note that with respect to assessment of water in Reservoirs, only 91 Reservoirs had Hydrological Observation (HO) sites as against the existing 121 reservoirs in the country. They were further surprised to note that there were still some HO sites, which were still being manned physically and were yet to be converted into Telemetry Based Stations to enable real time availability of data. The Committee strongly recommended that Ministry should take utmost measures to modernize all such stations into Telemetry Based Stations and information should be made available online to enable Real Time Assessment of the Water Table. They further recommended the Ministry to expand the HO sites for all the 121 reservoirs in the country.

24. The Ministry in its action taken note has replied as follows: -

> "At present, monitoring of water availability in 91 major reservoirs is being carried out. Out of these 91 reservoirs, telemetry has been installed on 54 reservoirs. In order to monitor the water availability in 120 reservoirs on real time basis, 66 remaining reservoirs are to be installed with telemetry. Procurement process is underway for installation of telemetry on these 66 reservoirs."

25. The Committee are happy to note that the Ministry has started procurement process for installing Telemetry on remaining 66 reservoirs in the country to enable real time monitoring of water level and better management of water in Reservoirs in an integrated manner. However, at the same time no information has been furnished to the Committee with regard to establishment of Hydrological Observation (HO) Stations on the remaining 30 Reservoirs. In view of the fact that all the Reservoirs in the country need to have HO sites with Telemetry based Real Time Assessment of water availability, the Committee recommend that the work should be completed in time bound

manner so that the remaining 66 Reservoirs are also covered expeditiously to facilitate Real Time Monitoring of water availability.

H. Early enactment of Dam Safety Bill

Recommendation (Para No. 13)

26. The Committee were concerned to note the lackadaisical attitude of the Government in bringing forth the legislative framework for Safety of Dams. Keeping in view the large number of Dams in India (about 5200 Dams) many of which required urgent actions to reinforce their safety, the Committee were of the opinion that the Ministry should enact the Dam Safety Legislation at the earliest. They desired to be apprised of the details of the measures taken by the Ministry for an early enactment of Act for Dam Safety.

27. The Ministry in its action taken note has replied as follows: -

> "The proposal for enactment of Dam Safety Bill is under consideration in the Ministry to provide robust legal and institutional framework for Dam Safety for the Central & the State Governments.
>
> The Ministry introduced the Dam Safety Bill 2010 in Parliament on 30th August, 2010 under Article 252 of the Constitution, which was subsequently referred to the Parliamentary Standing Committee on Water Resources for examination. The Parliamentary Standing Committee submitted the recommendations vide its Seventh Report on Dam Safety Bill, 2010 in the Parliament in August, 2011 and subject to its recommendations and observations, the Standing Committee had recommended passing of the Bill by the Parliament. The observation and recommendations of the Parliamentary Standing Committee on Water Resources were examined by this Ministry and accordingly a new Bill was prepared incorporating the recommendations/suggestion of the Standing Committee.
>
> However, the said Bill lapsed on the dissolution of the 15th Lok Sabha. As in view of the bifurcation of the States of Andhra Pradesh, a fresh resolution of two States was required under Article 252 of the Constitution for introducing the Bill, the process of enactment of Dam Safety Bill under Article 252 could not be taken up by this Ministry.
>
> Further, considering the limitation of the Dam Safety Bill (2010) in terms of its initial applicability to the two States of Andhra Pradesh and West Bengal and the Union Territories only, the Ministry explored the possibilities available in the Constitution of India for ensuring national level applicability of the Bill in consultation with Ministry of Law &

Justice (MoL&J). Accordingly, a new draft Dam Safety Bill, 2016 has been prepared with nationwide applicability of the Bill.

As advised by NITI Aayog, the Bill was circulated to all the States and Union Territories on 09.08.2016 for fresh consultation. In the meantime, 37th Meeting of National Committee on Dam Safety (NCDS) was held on 17 & 18th February, 2017. In accordance with the comments received from various States and outcome of the 37th Meeting of NCDS, the Bill has been modified and Dam Safety Bill, 2018 has been prepared. Further, Note for Cabinet on Dam Safety Bill has been prepared by the Ministry and submitted to cabinet secretariat for consideration."

28. The Committee note that the Dam Safety Bill, 2016 with nationwide applicability was circulated among all the States and Union Territories and based on the comments received from them the Bill was modified. Accordingly, the Dam Safety Bill, 2018 has been prepared and submitted to the Cabinet Secretariat for consideration. However, the Committee are concerned to note that despite their preparation of the revised Bill in 2016, it took almost two years to complete the consultation process. Now, as the Dam Safety Bill, 2018 has been prepared, it is yet to be approved by the Cabinet. Since framing of an enabling law to facilitate the adoption of timely measures for ensuring safety of around 5200 Dams in the country is necessary, in the opinion of the Committee, it is highly imperative in the interest of the country to enact the law at the earliest. The Committee, therefore, desire that the Ministry should take utmost measures for the enactment of the proposed legislation at the earliest.

I. Research And Development And Implementation Of National Water Mission

Recommendation (Para No. 14)

29. The Committee observed that the scheme of Research and Development and Implementation of National Water Mission had been formulated by amalgamating existing schemes of (i) Research and Development and (ii) Implementation of National Water Mission included under XII Plan. This Scheme intended to undertake Research and Development to provide educational training and human resources development programme in water sector and implement Schemes / Projects for conservation of water,

minimizing wastage and ensuring its more equitable distribution both across and within States through National Water Mission. The Committee noted that under the scheme of National Water Mission, as compared to BE of Rs. 15 crore for the year 2017-18, the RE was Rs. 5 crore whereas the Actual Utilization was only Rs. 0.69 crore upto 31 January, 2018. However, the BE allocations for the year 2018-19 had been again increased substantially to Rs. 20.10 crore for National Water Mission. The Committee found that the main reason for underutilization of resources under the Head National Water Mission was due to inadequate staff and absence of full time Mission Director in National Water Mission who had to coordinate with other Ministries, State Governments and other Organizations intensively for fulfilling its mandate and objectives. The Committee, therefore, strongly recommended the Ministry to take urgent measures to fill up the vacancies in the National Water Mission at the earliest.

30. The Ministry in its action taken note has replied as follows: -

> "A proposal for filling up of the vacancies of staff viz. Consultants and Young Professionals through outsourcing was moved for 13 professionals. Applications have been received in this regard and short-listing of the candidates is being done by a screening committee for final selection through interviews. Meanwhile, a proposal for continuation of services of 3 Consultants who earlier worked in National Water Mission (NWM) is under consideration in the Ministry as a stop-gap arrangement till the joining of the finally selected candidates. CWC and CGWB were also requested to depute two officers in NWM for implementation of its activities."

31. The Committee are concerned to note that no expeditious measures have been taken to address the problem of staff crunch at National Water Mission and the same state of affairs still continues. So far, a proposal to recruit Consultants and Young professionals through outsourcing has been moved with the short listing of candidates currently for interview. Till then, continuation of services of 3 Consultants who earlier worked in National Water Mission (NWM) and deputation from Central Water Commission (CWC) and Central Ground Water Board (CGWB) is being considered for discharging the work of the NWM. While the National Water Mission (NWM) was set

up with the laudable objectives of implementing Schemes / Projects for conservation of water, minimizing wastage and ensuring its more equitable distribution both across and within States, the half hearted approach of the Government to fully equip it with the competent and desired level of manpower to undertake its responsibilities in an effective way shows Government apathy and negligence. The Committee would, therefore, recommend the Government to take urgent steps to fill up the vacancies at the NWM expeditiously to strengthen it and reinforce its objective of conserving water which is the need of the hour at present.

J. National Bureau of Water Use Efficiency

Recommendation (Para No. 15)

32. With regard to increasing water use efficiency by 20 per cent which is one of the goals of National Water Mission, the Committee found that not much headway had been made. As informed to the Committee, the water use efficiency in agriculture was only 38% whereas it was the largest consumer of water using 80 per cent of water for irrigation. The Committee further observed that establishment of proposed National Bureau of Water use efficiency had been put on a back burner, which could have gone a long way in improving water use efficiency by making users accountable for wastage. The Committee therefore, stressed the need for establishing National Bureau of Water Use Efficiency with immediate effect with statutory powers. They desired to be apprised of the measures taken/proposed to be taken for an early establishment of National Bureau of Water Use Efficiency.

33. The Ministry in its action taken note has replied as follows: -

> "The proposal for establishment of National Bureau of Water Use Efficiency (NBWUE) with statutory powers was reviewed and submitted to the competent authority for his approval/ advice. Appropriate measures will be taken for implementation of NBWUE after approval from Competent Authority is received."

34. The Committee note that the proposal for establishing National Bureau of Water Use Efficiency (NBWUE) with the Statutory powers has been placed before the Competent Authority for approval. However, no further details have been furnished with regard to the likely time period by which the proposed Bureau will be set up. The Committee disapprove of such non – committal attitude on the part of the Ministry towards an extremely important and pressing issue of improving water use efficiency. While the Government has set lofty goal for improving water use efficiency by 20 per cent under the National Water Mission (NWM), the zeal to implement the same is lacking, as is evident from the dire state of affairs at the NWM, discussed earlier in this Report and indifferent approach in setting up the Bureau for encouraging efficient use of water. The Committee would like to know the steps taken by the Ministry for early approval for setting up the NBWUE and time period fixed to make it operational. They would further like to be apprised of the measures taken to improve water use in agriculture which is the biggest consumer of water and in other sectors of industries and domestic use, etc. within three months of presentation of this Report.

K. Census of Water Bodies

Recommendation (Para No. 17)

35. The Committee found that under Har Khet Ko Pani (HKKP) Component of Pradhan Mantri Krishi Sinchai Yojana (PMKSY), two Schemes viz. Surface Minor Irrigation scheme (SMI) and Repair, Renovation and Restoration (RRR) of Water Bodies Scheme had been taken up. Under the SMI Scheme, Minor Irrigation Schemes having irrigation potential of less than 2000 hectare are included, while Central Assistance given to States for repair, renovation and restoration of water bodies are included under RRR scheme. The Committee further noted that an allocation of Rs. 2600 crore had been made under the component HKKP which is Rs. 712 crore more as compared to RE allocations in the year 2017-18. The reason for increase in allocation was stated to be due to inability of the Ministry to release commensurate

Central Assistance for ongoing pending proposal of SMI/RRR of water bodies scheme last year due to Budget constraints. Also provision of Rs. 1310 crore has been made to provide for likely payments for the year 2018-19 on the basis of projections made by NABARD/NWDA.

With regard to implementation of RRR scheme, the Committee found that though Central Assistance was being given to States to undertake works for repair, renovation and restoration of water bodies, the Ministry had not taken concrete action to prevent existing water bodies from being encroached upon and making them pollution free. The entire responsibility on this count had been shifted to the concerned State Governments on the ground that subject of water was at present under the State List. The Committee expressed their displeasure over the fact that Ministry had not initiated any action to conduct a survey of water bodies in the country particularly with reference to their size, condition, status of encroachment, etc. despite their recommendation in this regard in the Tenth Report (16th Lok Sabha). Taking note of the fact that a number of water bodies in the country were severely polluted, the Committee desired that the Ministry should take proactive measures to address the situation. They, therefore, again recommended the Ministry to conduct a survey of all the water bodies including their size, condition, status of encroachments and furnish the findings of the survey to the Committee within three months of presentation of this Report.

36. The Ministry in its action taken note has replied as follows: -

> "During FY 2018-19, Rs. 300 crore has been provided for RRR and SMI schemes.
>
> Regarding the encroachment issue, Secretary (MoWR, RD & GR) vide D.O. letters dated 26.02.2016 and 07.11.2016 requested State Governments to take several measures for protection of water bodies including encroachment issue. Guidelines regarding conservation of water bodies have also been circulated.
>
> The Ministry of Water Resources, River Development and Ganga Rejuvenation has planned to conduct the Census of Water Bodies during the period 2017-18 to 2020-21 under the Centrally Sponsored Scheme-"Irrigation Census". The objective of the Census is to build up a database on water bodies. Information on use, storage capacity, status of encroachments, storage etc. of water bodies will be collected through the Census."

37. The Committee note that the Ministry has planned to conduct the Census of Water Bodies during the period 2017-18 to 2020-21 under the Centrally Sponsored Scheme of 'Irrigation Census'. However, as recommended by the Committee in their previous Reports, this work should have been undertaken much earlier. Now, that the Ministry has planned to conduct a census of Water Bodies with Irrigation Census, the Committee apprehend that the work may get delayed on the ground of coinciding with the Irrigation Census. Keeping in view the pathetic condition of Water Bodies in the country, the Committee feel that the work of conducting census should be started immediately. The Committee would, therefore, desire to be apprised of the details of likely commencement of the Irrigation Census. The Committee would further like to clarify and impress upon the Ministry that in case of any foreseeable delay, the work of conducting the census/survey of Water Bodies may be undertaken separately to expedite the completion of the Census as early as possible and enable formation of a good Database of Water Bodies at Centre with information on State of Water Bodies, storage capacity, extent of encroachment, water quality, etc. and facilitate adoption of immediate remedial measures to address the problems related therewith.

L. More Crop Per Drop – Micro Irrigation

Recommendation (Para No. 18)

38. The Committee found that the objective of 'More Crop Per Drop' or efficient use of water in agriculture was being encouraged partly through the Command Area Development (CAD) Works implemented *pari-passu* in AIBP projects and partly under PMKSY component being implemented by the Ministry of Agriculture and Farmers Welfare. As of now, the thrust in AIBP and CADWM projects was on the encouragement of the use of underground pipeline network to reduce the wastage of water. They also noticed that Har Khet Ko Pani (HKKP) under PMKSY, being executed by the Ministry of Water Resources, River Development and Ganga Rejuvenation included only creation of irrigation potential under the

Schemes of SMI and RRR of water bodies, based on proposals submitted by the States. They further observed that the Ministry did not have any information on area covered under Micro Irrigation under 99 Prioritized Projects of AIBP. They also noted with utmost concern that the proposed Micro Irrigation Fund (announced in Budget 2017-18), to be created in NABARD with an initial corpus of Rs. 5000 crore under the jurisdiction of Ministry of Agriculture and Farmers Welfare and proposed implementation of "Incentivisation Scheme for Bridging Irrigation Gap (ISBIG)" Scheme under the jurisdiction of the Ministry of Water Resources, River Development and Ganga Rejuvenation were yet to see the light of the day. ISBIG scheme was yet to be approved by Expenditure Finance Committee (EFC). Noting that the use of Drip and Sprinkler Irrigation Devices had not been included in the Micro Irrigation infrastructure component of CADWM programme, the Committee were of the opinion that the measures so far taken by the Ministry were not sufficient to increase the use of Micro Irrigation methods in a big way. Further, at present, the farmers were expected to bear the cost of such devices either themselves or avail subsidies available in extant scheme of the Ministry of Agriculture and Farmers Welfare. The Committee were of the view that the Ministry of Water Resources, River Development and Ganga Rejuvenation should play a pivotal role in spreading Micro Irrigation Methods alongwith laying of underground pipelines, creating a robust network. In this regard, the Ministry should formulate scheme to propagate Micro Irrigation in a big way by giving incentives to farmers in the form of financial assistance / subsidy in consultation with the Ministry of Agriculture and Farmers Welfare. The Committee, therefore, recommended the Ministry to initiate measures to incentivize farmers and apprise the Committee in detail about the efforts made in this direction within three months of presentation of this Report. The Committee also recommended the Ministry to make sincere efforts for implementation of ISBIG Scheme at the earliest. Further the Ministry should collect information on total area covered under Micro Irrigation in the 99 Prioritised Projects of AIBP and furnish the details to the Committee as well.

39. The Ministry in its action taken note has replied as follows: -

> "Ministry of Agriculture and farmers Welfare's Micro Irrigation (MI) scheme already provides for direct subsidies to the farmers to bear the cost of devices such as drip sets/sprinkler sets. The scope of CADWM programme is accordingly, restricted to only the creation of infrastructure including components of sump (waste water pipe), pump, High Density Polyethelene (HDPE) pipelines and pertinent devices. However, for the overall effectiveness, convergence of efforts (for creation of both MI infrastructure up to farm outlets and MI devices within farm) is sought with MOA&FW. Accordingly, the MOA&FW has agreed to provide support through the Micro Irrigation Fund(IMF) proposed to be created under their Ministry. As such a separate scheme for incentivization of farmers directly by MOWR,RD&GR is not proposed.
>
> The proposed 'Incentivization Scheme for Building Irrigation Gap (ISBIG)' targets balance CCA of 80 lakh ha. under 317 projects in 24 States at a cost of Rs. 61237 cr. State level consultations were held during April, 2017 to finalise the scope of the scheme. The meeting of EFC was held on 27th march, 2018, minutes are awaited, following which the case will be put up for the approval of the Cabinet.
>
> In the ongoing projects under 99 prioritized projects, the States are required to cover at least 10% of the CCA under MI wherever feasible. However, the States in most cases are presently focused on conventional On Farm Development (OFD) works while indicating coverage of MI at a later phase of project implementation."

40. The Committee note that at present the incentives to farmers for using Micro Irrigation methods are being given by the Ministry of Agriculture and Farmer's Welfare (MOA&FW) in the form of Direct Subsidy to bear the cost of Drip/Sprinkler sets. They observe that the scope of the Command Area Development works administered by the Ministry of Water Resources, River Development and Ganga Rejuvenation (MoWR, RD & GR) is restricted to only creation of infrastructure including components of sump (waste water pipe), pump, High Density Polyethelene (HDPE) pipelines and pertinent devices. However, in view of the Committee, the MoWR, RD & GR should take a more proactive role in spreading the use of Micro Irrigation methods as it will save the wastage of extremely precious and scarce Water resource which is a burning issue at present. As informed to the Committee, the Ministry has taken initiative to converge their efforts with the MOA&FW for creation of both Micro Irrigation Infrastructure up to farm outlets and Micro Irrigation devices within farm, for which the MOA&FW has agreed to provide support through the Micro

Irrigation Fund proposed to be created under their Ministry. However, no information has been furnished to the Committee with regard to the creation of the Micro Irrigation Fund (announced in Budget 2017-18), which was to be created in NABARD with an initial corpus of Rs. 5000 crore. Further they are concerned to note that the proposed 'Incentivization Scheme for Building Irrigation Gap (ISBIG)' which aims to cover 80 Lakh Hectares of the balance Culturable Command Area [CCA] of 317 projects in 24 States at a cost of Rs. 61,237 crore, is yet to be put up for approval of the Cabinet. Also they are surprised to find that in the ongoing 99 Prioritized Projects, in which the States are required to cover at least 10% of the CCA under Micro Irrigation wherever feasible, the States in most cases are presently focused on conventional On Farm Development (OFD) works and coverage of Micro Irrigation will be indicated at a later phase of Project Implementation. The Committee express their displeasure over the sluggishness in implementation of the proposed Schemes. While deprecating such attitude, the Committee desire that the MoWR, RD & GR should take the lead in spreading the benefits of Micro Irrigation and work in collaboration with the MOA&FW for incentivizing its use. They, therefore, recommend the Ministry to pursue with the MOA&FW for setting up the Micro Irrigation Fund at the earliest to promote the use of Micro Irrigation methods. They further reiterate that sincere efforts should be made for early implementation of ISBIG Scheme to enable States to utilize the irrigation potential created. The Committee would also direct the Ministry to furnish the details of the total area covered under Micro Irrigation in the 99 Prioritised Projects of AIBP to them at the earliest.

M. River Management Activities and works related to Border Areas

Recommendation (Para No. 21)

41. Regarding the scheme of River Management Activities and works related to Border Areas, the Committee observed that although Pancheshwar Development Authority was set up in September 2014,

the Detailed Project Report of Pancheshwar Multipurpose Project, prepared by M/s WAPCOS Ltd. was yet to be finalized by both the sides. Further Saptkosi field investigation was still continuing. The reason for slow progress was stated to be due to security problems on Nepal side. The Committee desired to know the outcome of bilateral discussions held in this regard. Although discussions were being held in Joint Committees at Ministry level and Secretaries level, the frequency of such meetings should be increased to resolve the issues. Further, the Committee were of the opinion that the Ministry should adopt a more proactive approach in discussions with Nepal by giving more financial support for completion of Projects on Rivers originating from Nepal and crucial for Flood Management in downstream Uttar Pradesh and Bihar. Besides, the Committee also recommended the Ministry to evaluate the anti erosion works undertaken in higher reaches of mountains in Nepal where there had been reckless deforestation resulting in unbridled flow of water during monsoon and its effect on floods in Bihar. The Committee were of the opinion that the Ministry should undertake Projects/Works/Activities to ensure afforestation in the higher reaches of mountains and take up this matter, in particular, with Nepal at appropriate level. The Committee desired to know the details of such measures.

42. The Ministry in its action taken note has replied as follows: -

> "The bilateral discussions on water resources matters with Nepal are being held through multi-tier mechanism of bilateral committees as under.
>
> 1) Indo-Nepal Joint Ministerial Committee on Water Resources (JMCWR).
> 2) Joint Committee on Water Resources (JCWR).
> 3) Joint Standing Technical Committee (JSTC).
> 4) Joint Committee on Kosi &Gandak Projects (JCKGP).
> 5) Joint Committee on Inundation of Flood Management (JCIFM).
> 6) Joint Team of Experts (JTE).
>
> Besides the above, the Pancheshwar Multipurpose Project (PMP) is being planned and implemented by Pancheshwar Development Authority (PDA). The associated committees in this regard are as under:
>
> 7) Governing Body and Joint Committee of PDA.

8) Team of Experts/Officials (ToE) for finalization of DPR of Pancheshwar Multipurpose project.

The Indian side of these Committees is headed at various levels. JMCWR is headed by the Union Minister for Water Resources, RD & GR, JCWR by Secretary, WR, RD & GR, JSTC by Chairman, GFCC, JCKGP by Principal Secretary, WRD, Govt. of Bihar, JCIFM by Member, GFCC and JTE by Member (RM), CWC. The Co-chair of the Governing Body of PDA is Secretary, WR, RD& GR while the Co-chair of Joint Committee of PDA is Joint Secretary (Administration) of MoWR, RD & GR. The Indian side of the Team of Experts/ Officials for finalization of DPR of Pancheshwar Multipurpose Project is Chairman, CWC. All meetings are held as mutually agreed on convenient dates to both India and Nepal side.

JCIFM

The last meeting of JCIFM was recently held on 16-20th April, 2018 at Janakpur/Kathmandu, Nepal. Ministry of External Affairs, GoI is extending assistance to the Govt. of Nepal for flood management works on trans-boundary Rivers in Nepal along India-Nepal border flowing into UP and Bihar. The broad issues under discussion include inundation and flood management aspects. There are various rivers originating from Nepal which enter India at various places in Bihar & Uttar Pradesh. These rivers carry a huge amount of water and sediment and cause flooding in the Indian territory. In this connection, project works related to three rivers namely Bagmati, Kamla, and Lalbakeya have been taken up by Nepal Government under Indo- Nepal cooperation projects funded by MEA, Government of India to prevent flooding events from the aforesaid three rivers from Nepal side to the protected area in Bihar by extending the embankments along these rivers from the India-Nepal border to high grounds in Nepal. Further, river management projects on other rivers would be taken in future after completion of the aforesaid works in Bagmati, Kamla, and Lalbakeya rivers. The recommendations of the Committee will be considered in consultation with MEA for taking up the matter with Nepali side at appropriate level for their consideration.

JCKGP

The last meeting of JCKGP was held in February 2016. The next meeting is being planned in June 2018 by both sides. The issues discussed under JCKGP include operation and maintenance of the infrastructure of Kosi and Gandak Projects and all related issues.

JTE

The last meeting of JTE was held in July 2017 at Kathmandu. The issues discussed under JTE include review of the progress of the field investigation works and preparation of DPR for Sapta Kosi-Sun Kosi projects in Nepal for which a Joint Project Office (JPO) is functioning at Biratnagar in Nepal. The preparation of DPR and the JPO is fully funded by MoWR, RD & GR, Government of India. These projects would benefit both India and Nepal by way of irrigation, hydropower generation, flood control and navigation. The field investigations comprising of drilling and drifting works at Sapta Kosi dam site have not progressed much due to hindrance by local people. The Nepal side has assured to create awareness among the local people for early resumption of field investigation works.

JSTC, JCWR and JMCWR

JSTC coordinates the works of all the Committees under JCWR. The JCWR deals with all the issues related to inundation & flood management, Pancheshwar Project, DPR of Sapta Kosi – Sun Kosi Project, issues related to Kosi and Gandak projects, Power Supply, Energy Banking etc. The next meeting of these Committees is being planned for this year.

PDA

The Pancheshwar Multipurpose Project (PMP), a bi-national project of Government of India (GoI) and Government of Nepal (GoN), has been envisaged on the Mahakali River (known as Sarada in India), where the river forms the international boundary between India and Nepal. In February 1996, His Majesty's Government of Nepal and the Government of India had signed a Treaty (known as "Mahakali Treaty") for integrated development of the Mahakali River. The Pancheshwar Multipurpose Project is the centre piece of the Treaty. Under Article 3 of the Treaty, both sides have agreed to implement the Pancheshwar Project in accordance with the Detailed Project Report (DPR) under finalization jointly by both the countries.

For development, execution and operation of the Pancheshwar Project, the Pancheshwar Development Authority (PDA) was set up in September, 2014with the approval of both the Governments initially with its headquarter at Kathmandu, which was later shifted to Mahendranagar (Nepal). The Authority shall act as an independent autonomous body. It shall have two Co-Chairpersons, one from each Party and twelve Members (six Members from each side) which will be working as a Governing Body of the Authority. The Authority shall take immediate measures to finalize the Detailed Project Report of Pancheshwar Multipurpose Project. Thereafter, the Authority shall undertake the execution, operation and maintenance of the Project, including the re-regulating dam at Rupaligad site in an integrated manner.

During the second meeting of PDA held in November 2014 in New Delhi, both sides agreed to award the work of updating of the Pancheshwar DPR to M/s WAPCOS Limited based upon the latest data. Government of India is bearing the entire cost of preparation of DPR for the project. M/s WAPCOS prepared a draft final DPR of Pancheshwar Multipurpose Project and submitted to the Pancheshwar Development Authority (PDA) in November, 2016. A Joint Team of Experts/Officials (ToE) from both sides has been constituted to jointly discuss the issues raised by both sides and finalize the DPR. The ToE has held two meetings so far.

The meeting of Governing Body of PDA and Joint Committee has been recently held on 23 – 25th April, 2018 and 26th April, 2018 respectively, at Kathmandu. All the Administrative, Financial and technical issues of PDA were discussed in these two Committees."

43. The Committee note that for managing the rivers at the Nepal border, Bilateral discussions are held at the level of Multi Tier Bilateral Committees viz. Indo-Nepal Joint Ministerial Committee on Water Resources (JMCWR), headed by the Union Minister of Water Resources, River

Development and Ganga Rejuvenation, Joint Committee on Water Resources (JCWR) headed by the Secretary, Water Resources, River Development and Ganga Rejuvenation, Joint Standing Technical Committee (JSTC) headed by Chairman, Ganga Flood Control Commission, Joint Committee on Kosi &Gandak Projects (JCKGP) headed by the Principal Secretary, Water Resource Department, Government of Bihar, Joint Committee on Inundation of Flood Management (JCIFM) headed by Member, Ganga Flood Control Commission and Joint Team of Experts (JTE) headed by Member (River Management), Central Water Commission. Further, Pancheshwar Multipurpose Project is being implemented by the Pancheshwar Development Authority. The Committee are satisfied to note that regular bilateral meetings at these committees have been held. <u>While appreciating the efforts made by the Ministry, the Committee are of the opinion that there is a further need to engage Nepal more proactively for management of our Rivers at the Border. In their view, the frequency of these meetings should be increased and early resolution of local issues need to be impressed upon the Government of Nepal for speedy completion of Projects such as Sapt Kosi –Sun Kosi Project and Pancheshwar Multipurpose Project. They further notice that no reply has been furnished with regard to the reckless felling of trees at the higher reaches of mountains which result in severe floods during the Rainy Season. They would therefore, reiterate taking up this issue with Nepal at appropriate level and take initiative to start Projects/Schemes for afforestation to address the issue of frequent floods.</u>

N. CENTRAL GROUND WATER BOARD (CGWB)

Recommendation (Para No. 22)

44. The Committee note that the Central Ground Water Board (CGWB), a Multidisciplinary Scientific Organization has been entrusted with the responsibility to develop and disseminate information technologies, monitor and implement national policies for the scientific and sustainable development and

management of India's Ground Water resources including their exploitation, assessment, conservation, augmentation, protection from pollution and distribution based on principles of economic and ecological efficiency and equity. They further note that the Board is not sufficiently empowered to carry out its activities effectively as it has serious shortage of both manpower and modern equipment. At present out of total sanctioned staff strength of 4012, 1209 posts are vacant in the Board. Further 23 technical and non-technical staff have been deployed at Central Ground Water Authority (CGWA) Central Head Quarter at New Delhi. Also, at Regional level, CGWA NOC/issues are being handled by existing CGWB manpower only. They observe that measures such as revision in recruitment rules, revival of posts, pursuing UPSC for filling up of Scientific Group 'B' Gazetted posts etc. are being undertaken. The activities of the Board are also getting handicapped due to lack of modern equipments. Besides, CGWB, State Ground Water Departments are not adequately equipped to handle their work as these are also suffering from lack of domain specialists. With regard to the proposal for restructuring of CGWB, as recommended in Dr. Mihir Shah Committee's Report, they notice that the proposal is presently being considered by the Ministry. The Committee, therefore, recommend the Ministry to take urgent steps for filling up vacancies without further delay at CGWB by recruitment of domain specialist. Further the Ministry should take measures to increase staff strength under CGWA to enable it to carry out its regulatory role independently. Besides, steps should also be initiated to procure the modern equipment to enable CGWB to carry out its activities more effectively. State Governments should be persuaded to take desired steps for strengthening the State Ground Water Departments with whose collaboration, the Board can effectively manage and develop the Ground Water Resources.

45. The Ministry in its action taken note has replied as follows: -

> "The Central Ground Water Board is making all possible efforts for filling up of vacancies by way of direct recruitment through Staff Selection Commission (SSC), Union Public Service Commission (UPSC) and through promotion. Amendments in Recruitment Rules are being processed at Ministry / Dept. of Personnel & Training (DOPT) level. Further, a

proposal prepared by Central Ground Water Authority (CGWA), New Delhi for creation of additional posts for handling work related to Authority is under consideration."

46. The Committee find that the replies on this issues are very short and casual. Though the Ministry has stated that process of Direct Recruitment has been started through Staff Selection Commission (SSC), Union Public Service Commission (UPSC) and vacancies are also being filled up through promotion, no specific information has been furnished to the Committee regarding the time period by which vacancies will be filled up. The Committee further note in particular that the amendments in Recruitment Rules have been undertaken which remain to be finalized. Also a proposal of Central Ground Water Authority (CGWA), to create additional posts for carrying out its activities is being considered by the Ministry. However, no information has been furnished on the measures taken to recruit domain specialists/ technical experts and procurement/acquisition of modern equipments to strengthen the Board's technical expertise and enable it to function more effectively. Besides, the Ministry has also not furnished any information on the steps taken to strengthen the State Ground Water Boards who are very crucial partners for successfully carrying out activities relating to development and monitoring of Ground Water Resources. Furthermore, the replies also lack any information on status of implementation of Dr. Mihir Shah committee Report on restructuring the Central Water Commission (CWC) and the Central Ground Water Board (CGWB), which is stated to be still under consideration of the Ministry. The Committee cannot help but note the nonchalant manner in which the issues/problems are being handled by the Ministry and stress the need to take urgent steps for addressing the problems in ground water management and control. They, therefore, recommend the Ministry to finish recruitment process for filling up the vacancies including domain specialist at CGWB without further delay to reinforce its capability. Further, immediate measures should be taken to increase the staff strength under CGWA to enable it to carry out its regulatory role independently. Besides, need for strengthening the State Ground

Water Departments should be impressed upon the State Governments and should be pursued continuously to make them effective partners in carrying out the activities of CGWB. The Committee would also desire to be apprised of the steps taken to modernize and upgrade the equipment needed for better assessment, management and development of the Ground Water. The Committee would further like to be apprised of the details of the measures taken in the above direction within three months of presentation of this Report including the measures taken to implement the recommendations of Dr. Mihir Shah Committee Report.

CHAPTER - II

OBSERVATIONS / RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para No. 1)

MANAGEMENT OF WATER RESOURCES - Challenges to Meet Future Demands of Water

The Committee are concerned to note about the alarming situation in respect of availability of scarce water resources in India. They are particularly worried about the decline in per capita availability of water from 2209 m3 in the year 1991 to 1545 m3 in the year 2011. Water demand from irrigation, drinking water, industry, energy and other sectors is estimated to rise from 710 Billion Cubic Metre (BCM) in the year 2010 to 843 BCM in the year 2025 and upto 1180 BCM in the year 2050 as against the availability of 1123 BCM. Against this backdrop, the Committee note that the Ministry has proposed several new schemes viz. Ground Water Irrigation Scheme under the Pradhan Mantri Krishi Sinchai Yojana (PMKSY) – Har Khet Ko Paani (HKKP) to provide assured Irrigation to Small and Marginal Farmers, Incentivisation Scheme to Bridge Irrigation Gap (ISBIG) to ensure utilization of irrigation potential for Projects other than 99 Priority Projects selected under PMKSY, Atal Bhujal Yojana (ABY) for select over exploited and ground water stressed areas to ensure efficient use of ground water through community participation. Besides State Water Budgeting on the lines of financial budgeting is being introduced to address the issue of over consumption of water and thereby ensure water security, safety and sustainability. While appreciating the proposed Schemes, the Committee desire that implementation of these Schemes should be expedited to realize their benefits at ground level at the earliest.

Reply of the Government

Ministry is taking action for prompt completion of appraisal and approval process of these schemes and the status is as under.

i. The proposed scheme " PMKSY-Har Khet Ko Pani- GW" of Ministry of Water Resources, RD & GR aims at providing assured irrigation facilities in the identified 'most irrigation deprived' districts with sufficient scope for groundwater development. The scheme envisages enhancement of food production by more than two-fold in 96 prioritized 'most irrigation deprived' districts in 12 states, namely Assam, Bihar, Chhattisgarh, Gujarat, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Telangana, Uttar Pradesh and West Bengal by providing assured irrigation to about 21.35 lakh hectare by creating irrigation facilities through tube wells, dug wells, bore wells and dug cum bore wells. This programme will give a boost to irrigation and food production in the largely tribal and backward areas of the country which are traditionally deprived of canal command irrigation. Assured irrigation will improve the socio-economic conditions of the farmers. The concept note of the proposed scheme has been submitted to Ministry of Finance, department of Expenditure for in Principle Approval of the Scheme and the scheme proposal has been uploaded on the web site of Ministry of Finance in March 2018 for circulation and comments.

ii. Atal Bhujal Yojana (ABHY) of Ministry of Water Resources, RD & GR envisages sustainable ground water management with emphasis on demand side management through community participation. The scheme is proposed to be implemented in identified over-exploited and water scarce areas in Haryana, Rajasthan, Gujarat, Uttar Pradesh, Madhya Pradesh, Maharashtra and Karnataka. The scheme has two major components, viz. Investment Component and Incentive Component. The investment component is aimed at building the capacity of the communities for self-governance of water resources and comprises institutional strengthening, improved monitoring systems to facilitate better data availability, awareness creation and capacity building of stakeholders. The incentive component envisages incentivizing the participating states for achieving pre-defined targets in respect of various activities such as preparation of Gram Panchayat wise water security, implementation of supply and demand side interventions through convergence of on-going schemes etc. The ultimate aim of the scheme of is to bring in behavioral changes at the grass-root level to change the way ground water resources are presently being managed. Provisions for participation of the communities at planning, implementation and monitoring of various interventions have also been incorporated in the scheme design. EFC of the scheme was held on 27.03.2018 and the proposal is under process for approval of the Cabinet.

The cost of the Scheme is Rs 6,000 cr to be funded equally by Govt. of India and The World Bank. The Bank has approved a loan of US$ 450 million on 5th June, 2018

iii. The meeting of EFC for the Incentivization Scheme for Bridging Irrigation Gap (ISBIG) was held on 27.3.2018. The proposal is under process for approval of the Cabinet.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 3)

TARGETS AND ACHIEVEMENTS UNDER XII PLAN

The Committee are perturbed to note that most of the Schemes/ Programmes of the Ministry could not be completed during the tenure of XII Plan and expenditure incurred during that period is way below the outlays approved under each Scheme except the Dam Rehabilitation and Improvement Programme (DRIP) wherein Actual Expenditure of Rs. 2057.63 crore has been incurred as against the total outlay of Rs. 2100 crore for the Project. They, however, note that the Ministry has now, proposed appropriate measures to be taken in respect of each of the schemes, after identification of bottlenecks, to enable their completion in a time bound manner. Taking note of the proposed measures to speed up the implementation process, the Committee desire that the Ministry should devise actionable plan and adopt target oriented approach to implement the Schemes within stipulated time period.

Reply of the Government

Recommendation of Hon'ble Committee is noted.

A total of ten schemes continuing from 12th Plan have been subjected to fresh appraisal process. As part of the appraisal process, the reasons for shortfall have been identified and appropriate corrective measures including alignment of targets to institutional capacities, Medium Term Expenditure Framework (MTEF) etc. undertaken.

Defined output and outcome targets under all schemes of Ministry would also be monitored through Output-Outcome Monitoring Framework of NITI Aayog through a web-portal, both at the level of Ministry and NITI Aayog.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 7)

GROUND WATER MANAGEMENT AND REGULATION

The Committee observe that the Central sector scheme of Ground Water Management and Regulation was implemented during XII Plan and is being continued further for the period 2017-2020 with a total outlay of Rs. 1164 crore. This Scheme has three components of National Aquifer Mapping and Management Programme (NAQUIM), Ground Water Monitoring, Resource Assessment, Regulation, Information Dissemination, etc. and Strengthening of infrastructure for technological upgradation (Machinery & Equipment). The Committee note that an allocation of Rs. 450 crore has been made in the year 2018-19 for this Scheme despite actual expenditure of only Rs. 164.12 crore in the previous year (upto December, 2017). The main reasons for increasing budgetary allocation under this scheme is stated to be due to committed liability of Rs. 300 crore for outsourcing works for undertaking Aquifer Mapping; which has been carried forward to the year 2018-19 resulting in to the increase in the requirement of funds in the next financial year. They further observe that the Ministry has taken several measures to speed up the implementation of National Aquifer Mapping and Management Programme such as formation of National Inter-Departmental Steering Committee (NISC) under the Chairmanship of Secretary, MoWR, RD&GR, sharing of Aquifer Maps and Management Plans with State Ground Water Coordination Committees (SGWCC) and regular review of the outputs of aquifer mapping by a National Level Expert Committee drawing domain experts, which include ex- Chairman CGWB, academicians from IIT, Delhi and Roorkee, agriculture experts, etc. The Committee are however, disturbed to find that the work of Aquifer Mapping, crucial for compiling information on the availability of ground water in Aquifers has not been undertaken in a planned manner. Under utilization of funds under this Scheme year after year shows the lack of proper planning and seriousness on the part of the Ministry in execution of this Scheme on account of which aquifer mapping could be completed so far for only 7.99 lakh hectare of land as against the target of

covering 12.91 lakh sq. Km. area by 2020. With the adoption of the remedial measures for expediting this Programme, the Committee hope that work of Aquifer Mapping will be completed at the earliest without any further delay. The Committee further desire that targets should be fixed to complete this work within a specific time period under intimation to the Committee.

Reply of the Government

The Scheme for Ground Water Management & Regulation would continue in the remaining period of the 14th Finance Commission i.e. upto 2019-20. The scheme has been appraised by the Expenditure Finance Committee (EFC) and it is envisaged to cover an additional area of 6.6 lakh sq.km during 2017-2020 (total coverage till March, 2020 will be 12.91 lakh sq.km area). In order to complete this work targets have been fixed for each year as below:-

S. No.	Year	Area to be covered
1	2017-18	2.3 lakh sq. km
2	2018-19	2.1 lakh sq. km
3	2019-20	2.2 lakh sq. km
Area to be covered during 2017- 2020 – **6.6 lakh sq. km**		
Area already covered (till March, 2017) - **6.31 lakh sq. km**		
Total Area to be covered by March 2020 - **12.91 lakh sq. km**		

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 9)

DEVELOPMENT OF WATER RESOURCES INFORMATION SYSTEM (DWRIS)

The Committee note that the Scheme of Development of Water Resources Information System (DWRIS) aims to create a standardized National Water Information System through an existing Nationwide

Network of 1598 Hydrological Observation Stations. Under this scheme census of minor irrigation Schemes and pilot census of Major and Medium Irrigation Schemes are being conducted. Besides, this Scheme also aims to create an integrated data bank to tackle coastal erosion. They further note that this Scheme has been merged with the Flood Forecasting scheme since the financial year 2018-19 under which a robust early flood warning system is being developed to manage floods in the country. Under the Flood Forecasting scheme, nationwide network of flood forecasting Stations is being created and existing Stations are being further modernized to help data transmission in real time mode using satellite telemetry units. An amount of Rs. 211.27 crore has been allocated for combined scheme of DWRIS and Flood Forecasting schemes in the financial year 2018-19. However the Expenditure incurred by the Ministry during the year 2017-18 was only Rs. 84 crore as against the revised allocation of Rs. 115 crore. The Committee find that in all the components of DWRIS scheme viz. setting up of Hydrological Observation (HO) sites, Coastal Management Information System, Data Bank and Information system, strengthening of monitoring unit in CWC, physical and financial targets could not be achieved fully during the last four years. The reasons for non-achievement are attributed to non engagement of work charged staff for repair and maintenance of new HO sites, delays in administrative approval and expenditure sanction, delay in approval of work of reassessment of water availability and transfer of establishment of National Water Informatics Centre (NWIC) to National Hydrology Project scheme, etc. The Committee observe that the work relating to Coastal Management Information System and Data Bank and Information System have lagged behind to a great extent due to delays in the approvals and sanction for Expenditure. Keeping in view the need for having an authentic information / data on water availability, flood level etc. the Committee desire that the required approvals and procedures should be completed fast to finish works envisaged under the Scheme of DWRIS expeditiously. Further the setting up of the proposed National Water Information Centre should be expedited.

Reply of the Government

Tenders for hiring of support services, outsourcing of supervisory staff and lab assistants and procurement of equipments are in various stages of finalisation by CWC for operationalisation of 720 newly opened Hydrological Observation Sites. Studies on reassessment of water availability have almost been completed. Studies related to Coastal Management Information System have commenced.

National Water Information Centre (NWIC) has been created as a repository of nation-wide water resources data vide Ministry of Water Resources, River Development and Ganga Rejuvenation notification dated 28th March 2018.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 10)

The Committee further note that the Central Water Commission is presently monitoring flood situation in the country through Flood Forecasting (FF) Stations covering 166 low lying areas / cities and towns and 60 reservoirs. The existing network of flood forecasting stations is spread over all the 19 Major River Systems in the country. They observe that the FF network is proposed to be extended to 325 Stations by covering additional 3 States. However from the information furnished to the Committee, they note that during the last three years, modernization of existing FF network has lagged behind as out of 629 Stations proposed to be modernized by installation of telemetry, work on only 65 stations could be completed. Further during XII Plan period out of 100 new FF Stations proposed to be established, 51 new Stations were established. Also out of 275 FF stations proposed to be covered, only 171 FF Stations could be covered under rainfall based hydrodynamic flood forecasting models. While appreciating the measures taken by the Ministry to set up modern FF network in the country to enable dissemination of flood related information well in advance, the Committee desire that the pending works under the Scheme should be completed expeditiously but strictly within the period of three year plan (2017-18 to 2019-20) as envisaged by the Ministry.

Reply of the Government

Works on installation of 453 telemetry stations is in final stages and expected to be completed before monsoon of 2018. Locations of 49 Flood Forecasting Stations, carried over from XII Plan period have been finalized and they would be made operational during monsoon of 2018. Rainfall based Hydrodynamic Flood Forecasting Models have been developed for all basins except Indus basin for issuing flood forecasts/advisory on flood forecasting stations lying in these basins.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 11)

The Committee are further surprised to note that with respect to assessment of water in Reservoirs, only 91 Reservoirs have HO sites as against the existing 121 reservoirs. They are further surprised to note that there are still some HO sites, which are physically manned stations and are yet to be converted into Telemetry Based Stations to enable real time availability of data. The Committee strongly recommend that Ministry should take utmost measures to modernize all such stations into Telemetry Based Stations and information should be made available online to enable Real Time Assessment of the Water Table. They further recommend the Ministry to expand the HO sites for all the 121 reservoirs in the country.

Reply of the Government

At present, monitoring of water availability in 91 major reservoirs is being carried out. Out of these 91 reservoirs, telemetry has been installed on 54 reservoirs. In order to monitor the water availability in 120 reservoirs on real time basis, 66 remaining reservoirs are to be installed with telemetry. Procurement process is underway for installation of telemetry on these 66 reservoirs.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 12)

DAM REHABILITATION AND IMPROVEMENT PROGRAMME (DRIP)

The Committee note that Dam Rehabilitation and Improvement Programme (DRIP) is being implemented in 223 Large Dams in four States of Madhya Pradesh, Odisha, Kerala and Tamil Nadu. The total cost of the Project is estimated at Rs. 2100 crore. They notice that the Project was initially scheduled to be completed within six years from its inception i.e. 18 April, 2012. However, scheduled date of its completion has been revised upto June 2020. Further from the submissions of the Secretary, the Committee observe that the Ministry has approved DRIP II for a cost of Rs. 8000 crore. They note that Budgetary Provisions under DRIP are made only for CWC and Damodar Valley Corporation (DVC). However, the Committee find that the Ministry has not been able to utilise the Budgetary Provisions under this Scheme fully as is evident from the fact that out of Rs. 160 crore allocated in 2017-18, the Ministry could utilize only Rs. 50 crore upto February, 2018. The Committee are not satisfied with the progress of the Scheme as the work under the scheme could not be started as per the Scheduled Programme and now will be completed in another two years. Taking note of the fact that another Programme is going to be started for rehabilitation of dams, the Committee desire that the works under the scheme should be expedited. Further, they desire to be apprised of the details of DRIP II scheme including the total number of Dams to be covered thereunder along with details of the States wherein these are located, funding pattern, works envisaged, etc.

Reply of the Government

The Budget allocated by the Ministry of Water Resources, River Development & Ganga Rejuvenation for the two Central agencies i.e. for Central Water Commission (CWC) and Damodar Valley Corporation (DVC) under Dam Rehabilitation and Improvement Programme (DRIP) for the Financial year 2017-18 was Rs.160 cr, which was reduced to Rs.95 cr at RE stage. Actual expenditure during 2017-18 by

CWC & DVC together has been Rs. 92.10 cr (Rs. 50.00 cr and Rs. 42.10 cr respectively) upto 31st March, 2018.

There was a shortfall in expenditure under CWC component as procurements/stage payments anticipated did not materialize. Expenditure incurred by DVC was less compared to the budgetary allocation, as some of the works required that reservoir level to be below crest level of the spillway. However, due to excessive rains in the previous year, water level did not reduce to the anticipated level. Also, tendering process for some of the major packages could not be completed due to non-participation of prospective bidders.

Against the total initial cost of DRIP Scheme Rs. 2100 cr, total financial commitment made so far is Rs. 2056 cr and total expenditure incurred under the project till March 2018 is Rs. 1421 cr. The scheme faced bottlenecks in its initial years of implementation and is being considered for further extension of two years i.e. upto 30.06.2020 at an additional cost of Rs.1366 cr. It is expected that the objectives of scheme will be achieved in all respects within the extended time frame.

CWC has received proposals from 19 States and 2 Central Agencies covering rehabilitation of 719 dams at an estimated cost of Rs 10,220 cr for the proposed DRIP-II. The proposal was referred to Department of Economic Affairs, Ministry of Finance, which has given subjective in-principal approval for the project. The exact number of States/Agencies as well as number of dams may vary at the time of signing of Agreement with the World Bank depending upon the required institutional as well as financial preparedness of these Agencies. State-wise list of dams proposed under DRIP-II and their financial requirement at this stage is given as **Annexure-I.**

Provisional details of the works envisaged in most of the dams are enclosed at **Annexure-II**.

The funding pattern envisaged for DRIP II shall be 70:30 (70% as World Bank loan and 30% to be pitched in by the respective States) for all the States except for the Hilly States as decided by the Dept. of Economic Affairs. In relation to the central agencies, the funding shall be in the ratio of 50:50 (50% from World Bank and 50% from Central Government).

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 13)

The Committee are further concerned to note the lackadaisical attitude of the Government in bringing forth the legislative framework for Safety of Dams. Keeping in view the large number of Dams in India (about 5200 dams) many of which require urgent actions to reinforce their safety, the Committee think that the Ministry should enact the Dam Safety Legislation at the earliest. They would like to be apprised of the details of the measures taken by the Ministry for an early enactment of Act for Dam Safety.

Reply of the Government

The proposal for enactment of Dam Safety Bill is under consideration in the Ministry to provide robust legal and institutional framework for Dam Safety for the Central & the State Governments.

The Ministry introduced in the Dam Safety Bill 2010 in Parliament on 30th August, 2010 under Article 252 of the Constitution, which was subsequently referred to the Parliamentary Standing Committee on Water Resources for examination. The Parliamentary Standing Committee submitted the recommendations vide its Seventh Report on Dam Safety Bill, 2010 in the Parliament in August, 2011 and subject to its recommendations and observations, the Standing Committee has recommended passing of the Bill by the Parliament. The observation and recommendations of the Parliamentary Standing Committee on Water Resources were examined by this Ministry and accordingly a new Bill was prepared incorporating the recommendations/suggestion of the Standing Committee.

However, the said Bill lapsed on the dissolution of the 15th Lok Sabha. As in view of the bifurcation of the States of Andhra Pradesh, a fresh resolution of two States was required under Article 252 of the Constitution for introducing the Bill, the process of enactment of Dam Safety Bill under Article 252 could not be taken up by this Ministry.

Further, considering the limitation of the Dam Safety Bill (2010) in terms of its initial applicability to the two states of Andhra Pradesh and West Bengal and the Union Territories only, the Ministry explored the possibilities available in the Constitution of India for ensuring national level applicability of the Bill in consultation with Ministry of Law & Justice (MoL&J). Accordingly, a new draft Dam Safety Bill, 2016 has been prepared with nationwide applicability of the Bill.

As advised by NITI Aayog, the Bill was circulated to all the States and Union Territories on 09.08.2016 for fresh consultation. In the meantime, 37th Meeting of National Committee on Dam Safety (NCDS) was held on 17 & 18th February, 2017. In accordance with the comments received from various States and outcome of the 37th Meeting of NCDS, the Bill has been modified and Dam Safety Bill, 2018 has been prepared. Further, Note for Cabinet on Dam Safety Bill has been prepared by the Ministry and submitted to cabinet secretariat for consideration.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 16)

PRADHAN MANTRI KRISHI SINCHAI YOJANA (PMKSY) - Har Khet Ko Pani (HKKP)

The Committee observe that Pradhan Mantri Krishi Sinchai Yojana (PMKSY) was launched in 2015-16 with a view to enhance the physical access of water on farm and expand cultivable area under the Assured Irrigation, improve on farm water use efficiency, introduce sustainable water conservation practices, etc. Har Khet Ko Pani (HKKP) is one of the components of PMKSY; which includes Surface Minor Irrigation (SMI) and Repair, Renovation and Restoration (RRR) of water bodies scheme and grants to National Water Development Agency for debt servicing of NABARD loan under Long Term Irrigation Fund (LTIF).

ACCELERATED IRRIGATION BENEFITS PROGRAMME (AIBP) – 99 ongoing priority projects

The Committee note that during the year 2016-17, 99 ongoing Accelerated Irrigation Benefits Programme (AIBP) Major / Medium irrigation projects were identified for completion in phases up to December, 2019. So far only 18 prioritised projects out of 99 projects identified have been completed and irrigation potential of more than 4 lakh hectare has been created. However, the Committee find that even with the availability of funds through Long Term Irrigation Fund (LTIF) created in NABARD, the progress of completion of Projects is not at all impressive, given the fact that only 18 out of 99 Projects are complete. With this pace of work, completing all the Projects by December, 2019 seems to be unachievable, despite multiple monitoring mechanisms in place to oversee the progress of the projects. The Committee would, therefore, like to know the factors responsible for the slow pace of work. Since the financing of these Projects are through LTIF carrying loan liabilities, the Committee desire that the implementation should be expedited to finish the Projects by the end of December, 2019.

Reply of the Government

The scheme of mission mode implementation of 99 prioritized projects and their funding arrangement under LTIF through NABARD was approved on 27.7.2016 and guidelines / procedures/ approvals etc. were put in place by October 2016. During short time left in 2016-17, Central Assistance of Rs. 3308 cr and state share of Rs. 3334 cr was released during 2016-17. States have reported that AIBP works in 18 projects have been completed/almost completed. Further AIBP works of another 28 projects are planned for completion by June 2018. The pace of completion of projects has increased many folds as compared to an average of about 7 projects per year upto 03/2016.

Extensive monitoring and review of the progress of the projects is being carried out at various levels for expeditious completion of the projects. However, the execution of irrigation projects is very complex process involving land acquisition, rehabilitation and resettlement, contractual, execution issues etc. The efforts are being made by the Ministry to expedite the projects.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 17)

HAR KHET KO PANI

The Committee find that under Har Khet Ko Pani (HKKP) Component of PMKSY, two Schemes viz. Surface Minor Irrigation scheme (SMI) and Repair, Renovation and Restoration (RRR) of Water Bodies scheme have been taken up. Under the SMI scheme, minor irrigation schemes having irrigation potential of less than 2000 hectare are included, while Central Assistance given to States for repair, renovation and restoration of water bodies are included under RRR scheme. The Committee further note that an allocation of Rs. 2600 crore has been made under the component HKKP which is Rs. 712 crore more as compared to RE allocations in the year 2017-18. The reason for increase in allocation is stated to be due to inability of the Ministry to release commensurate Central Assistance for ongoing pending proposal of SMI/RRR of water bodies scheme last year due to Budget constraints. Also provision of Rs. 1310 crore has been made to provide for likely payments for the year 2018-19 on the basis of projections made by NABARD/NWDA.

With regard to implementation of RRR scheme, the Committee find that though Central Assistance is being given to States to undertake works for repair, renovation and restoration of water bodies, the Ministry has not taken concrete action to prevent existing water bodies from being encroached upon and making them pollution free. The entire responsibility on this count has been shifted to the concerned State Governments on the ground that subject of water is at present under the State List. The Committee express their displeasure over the fact that Ministry has not initiated any action to conduct a survey of water bodies in the country particularly with reference to their size, condition, status of encroachment, etc. despite their recommendation in this regard in the Tenth Report (16th Lok Sabha). Taking note of the fact that a number of water bodies in the country are severely polluted, the Committee desire that the Ministry should take proactive measures to address the situation. They, therefore, again recommend the Ministry to conduct a survey of all the water bodies including their size, condition, status of encroachments and furnish the findings of the survey to the Committee within three months of presentation of this Report.

Reply of the Government

During FY 2018-19, Rs. 300 cr has been provided for RRR and SMI schemes.

Regarding the encroachment issue, Secretary (MoWR, RD & GR) vide D.O. letters dated 26.02.2016 and 07.11.2016 requested State Governments to take several measures for protection of water bodies including encroachment issue. Guidelines regarding conservation of water bodies have also been circulated.

The Ministry of Water Resources, River Development and Ganga Rejuvenation has planned to conduct the Census of Water Bodies during the period 2017-18 to 2020-21 under the Centrally Sponsored Scheme- "Irrigation Census". The objective of the Census is to build up a database on water bodies. Information on use, storage capacity, status of encroachments, storage etc. of water bodies will be collected through the Census.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 19)

FLOOD MANAGEMENT AND BORDER AREAS PROGRAMME (FMBAP)

The Committee find that the Schemes of Flood Management Programme (FMP) and River Management Activities and Works Related to Border Areas (RMBA) have been continued from XII Plan and clubbed together for implementation under the name of Flood Management and Border Areas Programme (FMBAP). Under the Flood Management Component of FMBAP scheme, spill over portion of works already approved under XII Plan and new flood management works proposed by the State Governments during 2017-20 will be implemented. The second component of FMBAP i.e. RMBA deals with Hydrological Observations and Flood Forecasting on common Border Rivers with the Neighbouring countries, joint observations on rivers common to Bangladesh and neighbouring countries, investigation of Water Resources Projects in the neighbouring countries, Pancheshwar Multipurpose project, Survey and Investigation of Kosi High Dam, Flood protection/anti erosion works in border areas etc.

The Committee note that out of 522 Flood Management Works approved and included under Flood Management Programme during XI and XII Plan, only 298 Schemes were completed upto 31 March 2017,

extending flood protection benefits to an area of 34.66 lakh hectare and 265.79 lakh people have been benefitted. The Committee further observe that principal reason for slow financial progress of the works, as stated by the Outcome Review / Third Party Evaluation Committee is due to less release of funds on account of lower allocation of Budget funds. As regards funding pattern under the FMP, the Committee note that for Special Category States, the cost is shared by Central and State Governments in the ratio of 70:30, while for General Category States the ratio is 50:50. They also observe with great concern that allocation of funds for FMP has been continuously decreasing under XII Plan after devolution of Central taxes on the recommendations of 14th Finance Commission, resulting in slow physical / financial progress of remaining 224 Projects. The allocation for FMP during the years 2016-17 and 2017-18 was Rs. 149.99 crore and Rs. 150 crore respectively. Further Rs. 527 crore has been allocated for the merged scheme of FMBAP during the next financial year 2018-19. Keeping in view the flood menace being faced every year in a large part of the country and the necessity for executing Flood Protection Works regularly, the Committee strongly recommend that adequate funds may be allocated under this Programme so as to enable the State Governments to complete the work in time. They also notice with great concern that at present, reservoirs are not being managed in a synchronized manner to avoid flooding in the downstream areas. Therefore, in view of the need for timely release of reservoirs and integrated management of reservoirs, basin wise, they recommend the Ministry to take urgent action/measures for the Reservoir Management as well under intimation to this Committee.

Reply of the Government

The continuation of Flood Management Programme (FMP) during XII Plan period was approved vide Ministry order dated 31.10.2013. Consequent upon devolution of central taxes to State based upon the recommendations of 14th Finance Commission, the allocation under FMP has been reduced substantially since 2015-16. A large number of FMP projects are remaining incomplete due to insufficient funds allocation under FMP. During the year 2017-18, while the initial budgetary allocation was Rs. 150.00 cr, at

supplementary stage, the allocation was enhanced to Rs.562.67 cr, which was fully released to States as central assistance under FMP, benefitting the States.

The Memo for Expenditure Finance Committee on FMBAP for the period 2017-18 to 2019-20 has made provision for completion of spillover works approved under XI and XII Plan under FMP and for taking up new flood management works. During the meeting of the Expenditure Finance Committee held in March 2018 on FMBAP, the EFC observed that there is a huge liability towards spillover works approved under XI and XII Plan. Therefore, no fresh projects under the FMP component should be included till committed liabilities are cleared. EFC has also desired that a Committee be set up by MoWR, RD & GR to review all such spillover works to critically examine status of their completion and outstanding works against these liabilities and only such projects which are worth continuing should be continued under the scheme. Accordingly, a Committee set up by MoWR, RD & GR under Chairman, CWC is examining these schemes. Adequate budgetary allocation would be required for completing the spillover works already approved under FMP.

CWC has identified 74 reservoirs in 8 basins for the integrated operation of reservoirs. Under the approved Scheme "Development of Water Resources Information System (DWRIS)" beyond XII Five Year Plan for the three year period from 2017-18 to 2019-20, a new component of Integrated Reservoir Operation has been added for hiring of consultant to develop Integrated Reservoir Operations Manual & Decision Support System(DSS). Provision of Rs. 585.75 lakh has been kept for this new component.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 20)

The Committee are further concerned to note that the legislation on Flood Plain Zones has not been enacted in several States despite circulation of Model Bill for Flood Plain Zoning in 1975. In spite of repeated requests from the Ministry, only the States of Manipur, Rajasthan and Uttarakhand have enacted legislations as per the Bill. The Committee note that the State Government of Bihar has expressed reservations against the Bill, stating that Flood Plain Zoning Bill is neither practicable nor implementable in the State of Bihar. The Committee would, therefore, recommend the Ministry to hold discussions with the

State Governments in the matter and resolve the underlying factors due to which State Governments are not forthcoming with the desired legislation.

Reply of the Government

The response from the State Governments towards enactment of flood-plain zoning legislation has not been encouraging. This Ministry has repeatedly impressed upon the State/ UT Governments in this regard. Vide D.O. letter dated 28.01.2014 by Additional Secretary, MoWR, the State Governments have been requested to enact flood plain zoning legislation. Views have not been received from States/UTs except the State of Bihar. Bihar Government has conveyed vide letter dated 13th March 2014 that Flood Plain Zoning Bill is neither practicable nor implementable in the State of Bihar. The Ministry has again impressed upon the State/ UT Governments vide Hon'ble Minister (WR, RD & GR) D.O. letter dated 08.02.2017.

As recommended by the Committee, Ministry would hold discussions with the State Governments in the matter and try to resolve the underlying factors due to which State Governments are not forthcoming with the desired legislation

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 21)

Regarding the scheme of River Management Activities and works related to Border Areas, the Committee observe that although Pancheshwar Development Authority was set up in September 2014, the Detailed Project Report of Pancheshwar Multipurpose Project, prepared by M/s WAPCOS Ltd. is yet to be finalized by both the sides, Further Saptkosi field investigation is still continuing. The reason for slow progress is stated to be due to security problems on Nepal side. The Committee would like to know the outcome of bilateral discussions held in this regard. Although discussions are being held in Joint Committees at Ministry level and Secretaries level, the frequency of such meetings should be increased to resolve the issues. Further, the Committee think that the Ministry should adopt a more proactive approach in discussions with Nepal by giving more financial support for completion of Projects on Rivers originating

from Nepal and crucial for Flood Management in downstream Uttar Pradesh and Bihar. Besides, the Committee also recommend the Ministry to evaluate the anti erosion works undertaken in higher reaches of mountains in Nepal where there has been reckless deforestation resulting in unbridled flow of water during monsoon and its effect on floods in Bihar. The Committee are of the opinion that the Ministry should undertake Projects/Works/Activities to ensure afforestation in the higher reaches of mountains and take up this matter, in particular, with Nepal at appropriate level. The Committee would like to know the details of such measures.

Reply of the Government

The bilateral discussions on water resources matters with Nepal are being held through multi-tier mechanism of bilateral committees as under.

1) Indo-Nepal Joint Ministerial Committee on Water Resources (JMCWR).
2) Joint Committee on Water Resources (JCWR).
3) Joint Standing Technical Committee (JSTC).
4) Joint Committee on Kosi &Gandak Projects (JCKGP).
5) Joint Committee on Inundation of Flood Management (JCIFM).
6) Joint Team of Experts (JTE).

Besides the above, the Pancheshwar Multipurpose Project (PMP) is being planned and implemented by Pancheshwar Development Authority (PDA). The associated committees in this regard are as under:

7) Governing Body and Joint Committee of PDA.
8) Team of Experts/Officials (ToE) for finalization of DPR of Pancheshwar Multipurpose project.

The Indian side of these Committees is headed at various levels. JMCWR is headed by the Union Minister for Water Resources, RD & GR, JCWR by Secretary, WR, RD & GR, JSTC by Chairman, GFCC, JCKGP by Principal Secretary, WRD, Govt. of Bihar, JCIFM by Member, GFCC and JTE by Member (RM), CWC. The Co-chair of the Governing Body of PDA is Secretary, WR, RD& GR while the Co-chair of Joint

Committee of PDA is Joint Secretary (Administration) of MoWR, RD & GR. The Indian side of the Team of Experts/ Officials for finalization of DPR of Pancheshwar Multipurpose Project is Chairman, CWC. All meetings are held as mutually agreed on convenient dates to both India and Nepal side.

JCIFM

The last meeting of JCIFM was recently held on 16-20th April, 2018 at Janakpur/Kathmandu, Nepal. Ministry of External Affairs, GoI is extending assistance to the Govt. of Nepal for flood management works on trans-boundary Rivers in Nepal along India-Nepal border flowing into UP and Bihar. The broad issues under discussion include inundation and flood management aspects. There are various rivers originating from Nepal which enter India at various places in Bihar & Uttar Pradesh. These rivers carry a huge amount of water and sediment and cause flooding in the Indian territory. In this connection, project works related to three rivers namely Bagmati, Kamla, and Lalbakeya have been taken up by Nepal Government under Indo- Nepal cooperation projects funded by MEA, Government of India to prevent flooding events from the aforesaid three rivers from Nepal side to the protected area in Bihar by extending the embankments along these rivers from the India-Nepal border to high grounds in Nepal. Further, river management projects on other rivers would be taken in future after completion of the aforesaid works in Bagmati, Kamla, and Lalbakeya rivers. The recommendations of the Committee will be considered in consultation with MEA for taking up the matter with Nepali side at appropriate level for their consideration.

JCKGP

The last meeting of JCKGP was held in February 2016. The next meeting is being planned in June 2018 by both sides. The issues discussed under JCKGP include operation and maintenance of the infrastructure of Kosi and Gandak Projects and all related issues.

JTE

The last meeting of JTE was held in July 2017 at Kathmandu. The issues discussed under JTE include review of the progress of the field investigation works and preparation of DPR for Sapta Kosi-Sun Kosi projects in Nepal for which a Joint Project Office (JPO) is functioning at Biratnagar in Nepal. The preparation of DPR and the JPO is fully funded by MoWR, RD & GR, Government of India. These projects would benefit both India and Nepal by way of irrigation, hydropower generation, flood control and navigation. The field investigations comprising of drilling and drifting works at Sapta Kosi dam site have not

progressed much due to hindrance by local people. The Nepal side has assured to create awareness among the local people for early resumption of field investigation works.

JSTC, JCWR and JMCWR

JSTC coordinates the works of all the Committees under JCWR. The JCWR deals with all the issues related to inundation & flood management, Pancheshwar Project, DPR of Sapta Kosi – Sun Kosi Project, issues related to Kosi and Gandak projects, Power Supply, Energy Banking etc. The next meeting of these Committees is being planned for this year.

PDA

The Pancheshwar Multipurpose Project (PMP), a bi-national project of Government of India (GoI) and Government of Nepal (GoN), has been envisaged on the Mahakali River (known as Sarada in India), where the river forms the international boundary between India and Nepal. In February 1996, His Majesty's Government of Nepal and the Government of India had signed a Treaty (known as "Mahakali Treaty") for integrated development of the Mahakali River. The Pancheshwar Multipurpose Project is the centre piece of the Treaty. Under Article 3 of the Treaty, both sides have agreed to implement the Pancheshwar Project in accordance with the Detailed Project Report (DPR) under finalization jointly by both the countries.

For development, execution and operation of the Pancheshwar Project, the Pancheshwar Development Authority (PDA) was set up in September, 2014with the approval of both the Governments initially with its headquarter at Kathmandu, which was later shifted to Mahendranagar (Nepal). The Authority shall act as an independent autonomous body. It shall have two Co-Chairpersons, one from each Party and twelve Members (six Members from each side) which will be working as a Governing Body of the Authority. The Authority shall take immediate measures to finalize the Detailed Project Report of Pancheshwar Multipurpose Project. Thereafter, the Authority shall undertake the execution, operation and maintenance of the Project, including the re-regulating dam at Rupaligad site in an integrated manner.

During the second meeting of PDA held in November 2014 in New Delhi, both sides agreed to award the work of updating of the Pancheshwar DPR to M/s WAPCOS Limited based upon the latest data. Government of India is bearing the entire cost of preparation of DPR for the project. M/s WAPCOS prepared a draft final DPR of Pancheshwar Multipurpose Project and submitted to the Pancheshwar Development Authority (PDA) in November, 2016. A Joint Team of Experts/Officials (ToE) from both sides

has been constituted to jointly discuss the issues raised by both sides and finalize the DPR. The ToE has held two meetings so far.

The meeting of Governing Body of PDA and Joint Committee has been recently held on 23 – 25th April, 2018 and 26th April, 2018 respectively, at Kathmandu. All the Administrative, Financial and technical issues of PDA were discussed in these two Committees.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

CHAPTER – III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

NIL

CHAPTER – IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Para No. 2)

BUDGET ALLOCATIONS

The Committee are distressed to note that although the Budget Allocations of the Ministry of Water Resources, River Development and Ganga Rejuvenation (MoWR, RD and GR) has increased consecutively in the last four years from Rs. 4232 crore in the year 2015-16 to Rs. 8860 crore in the year 2018-19, still the Ministry is increasingly depending on the borrowings to finance its crucial projects such as completion of 99 Priority Projects selected under Accelerated Irrigation Benefits Programme (AIBP), their Command Area Development, Surface Minor Irrigation (SMI) Projects and Repair, Renovation and Restoration (RRR) of Water Bodies besides financing the Polavaram Multipurpose Irrigation Project, which is a National Project. The additional funds proposed to be released from NABARD under the Long Term Irrigation Fund (LTIF) in the current year is Rs.8000 crore which is almost equal to the total budgetary provisions of the Ministry. However it is disheartening that the Ministry has woefully lagged behind in utilization of the Budget Provisions made in the last 2 years i.e. Actual Expenditure of only Rs. 4714 crore as compared to BE Allocation of Rs. 6201 crore in the year 2016-17 and Actual Expenditure of only Rs. 3003 crore as compared to BE Rs. 6887 crore in the year 2017-18. Further an Expenditure of Rs. 3003 crore incurred up to 20 February, 2018 includes the interest of Rs. 548.98 crore paid to NABARD during the year 2017-18 with no payment against Principal as initially there is a moratorium of 3 years. They find that so far, an amount of Rs. 6974.757 crore has been borrowed from NABARD. The Committee express their concern over the committed liability due to increasing borrowings, more so when they find that on the one hand the Ministry has not been able to utilize the funds year after year and on the other hand, it is resorting to borrowings from NABARD to finance its projects which reflects inefficient management of resources. The

Committee find themselves at a loss to understand the reasons for not utilizing the unused amount in the Projects which have been brought under NABARD borrowings. Therefore, the Committee would recommend the Ministry to re-evaluate the allocations in order to ensure judicious utilization of the available resources and reduction in future borrowings.

Reply of the Government

The provisional expenditure booked during 2017-18 is actually Rs 5310.51 cr. The savings are primarily due to less expenditure under the schemes of Namami Gange and repayment towards NABARD loan under PMKSY. Since the States/ implementing agencies under the schemes of Namami Gange did not require funds, the releases were lesser than anticipated. Similarly, due to less demand and consequent less drawal of loans, interest payment towards NABARD loan under PMKSY during 2017-18 was less than anticipated expenditure on this account.

Funding of prioritized projects through LTIF has been undertaken to ensure assured funding arrangements as per requirement of the identified projects, which hitherto, were constrained due to budget mismatch and availability in States/Union Budget. Further, these projects required large quantum of funds over a short span of three years, which was not feasible given the limited resource position of the states.

The expenditure progress is being regularly monitored by the Ministry and as a result the utilization of funds improved in 2015-16 i.e. Rs 6862.05 cr against Rs 7032.43 cr (RE) which was higher than the BE. In 2016-17 also, the expenditure booked was Rs 4714.13 cr against RE of Rs 4755.50 cr i.e. 99%. The reduction of RE was largely on account of Namami Gange, Ground Water and NHP schemes.

Further, budget provisions under Demand of the Ministry are distributed Scheme/Head/Sub-head wise and Ministry is not at liberty to re-appropriate surplus funds under one Scheme/Head/Sub-head to another Scheme/Head/Sub-head.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 4)

NAMAMI GANGE

The Committee observe that the Government has launched the ambitious programme for cleaning and rejuvenating River Ganga, namely *Namami Gange* in the year 2014-15 with an approved cost of Rs. 20,000 crore. The Programme is being implemented through the National Mission for Clean Ganga (NMCG). The Committee find that out of Rs. 20,000 crore allocated under this Programme, 191 projects, at an estimated cost of Rs. 16,681.10 crore have been sanctioned. However as per the Ministry's submission, the details of completion of the Programme and time and cost over-runs (if any) would be clearer only when the Projects sanctioned come to a significant stage of implementation by December, 2018. They further notice that NMCG has been recently restructured and strengthened to expedite the implementation of the Project. The Allocations to NMCG are being provided for four components i.e. (i) National River Conservation Programme (NRCP)– Externally Aided Programme (EAP) (ii) NRCP– Non Externally Aided Programme (iii) National Ganga Plan (NGP) and (iv) Ghat Works and Beautification of River fronts.

NATIONAL RIVER CONSERVATION PLAN (NRCP)

The Committee note that under the National River Conservation Plan (NRCP), the World Bank assisted Projects under the National Ganga River Conservation Authorities are being executed. They further observe that the ongoing Project Cost under this Programme is being shared between the Centre and the State Governments on 70:30 basis for World Bank funded Projects and on 85:15 basis for Japan International Cooperation Agency (JICA) assisted projects. However for all World Bank funded projects approved after the year 2015, Central Government is bearing 100 per cent cost. The Committee find that during the year 2016-17, the expenditure incurred under this programme was Rs. 167.5 crore (Rs. 87.10 crore under EAP Component and Rs. 80.40 crore under Programme Component). However, as

informed by the Ministry, from March 2017 to January 2018, this programme has gained momentum as 21 projects involving an amount of Rs. 6054.8 crore have been sanctioned and hence, keeping in view the anticipated expenditure, the Budgetary Allocations were revised upto Rs. 627 crore for EAP component. They further note that Allocations for the financial year 2018-19, have been kept at Rs. 770 crore (Rs. 600 crore under EAP component and Rs. 170 crore under programme component). However, to utter surprise of the Committee, an Actual Expenditure of only Rs. 224 crore has been incurred under this Programme during the year 2017-18. As per the Ministry's own admission, only 20 Projects of sewerage infrastructure projects have been completed out of the total of 97 Projects as most of the projects' implementation has suffered on account of such factors as delay in tendering process, retendering, non availability of land, legal issues, natural calamities (like floods, landslides etc.), delay in permission from local authorities for road cutting/ crossing etc. They also note that initially, Projects could not be implemented speedily due to lack of proper planning. Now, the NMCG has taken remedial measures such as continuous follow up with the State Programme Management Groups (SPMGs) and Urban Local Bodies (ULBs) to resolve the issues for delay. The Committee are, however, not satisfied with the pace of implementation of the Projects. In their view, had this Programme been implemented in a more planned way with details of ground work already in hand, a lot of precious time and money could have been saved. In view of the sluggish manner of project implementation and consequent lower expenditure incurred, the Committee hope that the Ministry will at least now make sincere efforts to complete all the sanctioned projects under this programme so as to achieve the goals of this programme within the targeted year of 2020. The Committee are further of the opinion that besides river Ganga, the scope of this Scheme should be widened to include all the Major Rivers of the country which are in equally polluted state and as such need urgent action for their rejuvenation. The Committee would , therefore, recommend the Ministry to look into this aspect and inform them about the measures taken for this purpose.

Reply of the Government

The actual expenditure (released from the Ministry) under Namami Gange during 2017-18 is Rs 1423.22 cr and not Rs 224 cr. The expenditure by NMCG including release to Executing Agencies during 2017-18 is Rs 1625.11 cr. Out of 104 Sewerage Infrastructure Projects sanctioned, 26 have been completed and balance 78 are planned to be completed by the timelines indicated below.

S.No.	Number of Projects	Target date of completion
1.	Twenty four	December, 2018
2.	Six	March, 2019
3.	Twenty	December, 2019
4.	Twenty eight	December, 2021

All efforts are being made to complete these projects as per the schedule.

Following important measures have been taken by NMCG to complete the projects in a time-bound manner.

i. Regular review meetings are being held at the level of Hon'ble Minister too where progress of each project is reviewed with concerned state agency;
ii. Project engineers have been appointed by NMCG to monitor the progress of the projects including appointment of PMC (Tata Consultancy of Engineers);
iii. Regular meetings and follow up action is taken up in NMCG with state executing agencies;
iv. Close monitoring of mile-stones for projects is being done including regular field visits.

In terms of allocation of business to various Ministries and the scheme scope, mandate for Namami Gange Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned ministry i.e. Ministry of Environment, Climate Change and Forests.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 5)

NATIONAL GANGA PLAN

The Committee observe that under the National Ganga Plan (NGP), provisions are made for implementing schemes/projects for the River Ganga and its tributaries. The Schemes for rehabilitation and up gradation of existing Sewage Treatment Plants (STPs) and commissioning of new STPs are also included under this programme. They find that total expenditure of Rs. 1329.12 crore has been incurred under this programme, during the last four years upto 15 February, 2018. They also find that during the period March, 2017 to January, 2018 Projects worth Rs. 1670 crore have been sanctioned. Further two projects have been awarded under Hybrid Annuity Model. Besides major projects for creation of Individual Household Latrine and Solid and Liquid Waste Management worth Rs. 800 crore approx. is also being taken up. However they are concerned to find that out of 191 Projects sanctioned under *Namami Gange*, only 48 projects have been completed so far. Further as against the target of setting up 89 projects for sewage management interventions at 56 towns located along main stem of river Ganga, only 19 projects have been completed. The Committee express their displeasure over the fact that though the programme for cleaning and rejuvenation of river Ganga started 4 years back, a lot of time has been lost in finalizing modalities of its execution. As admitted by the Secretary himself, the actual work under this Programme has started since March, 2017 only. In view of this, the Committee are of the opinion that unless the projects are executed strictly in a time bound manner, the prospects of cleaning the river by the targeted year of 2020 looks bleak. They, therefore, strongly recommend the Ministry to make concerted efforts to complete the projects by the targeted period of 2020.

Reply of the Government

As stated in reply to para 4 under NRCP, the actual expenditure (released from the Ministry) under Namami Gange during 2017-18 is Rs 1423.22 cr and not Rs 224 cr. The expenditure by NMCG including

release to Executing Agencies during 2017-18 is Rs 1625.11 cr. Out of 104 Sewerage Infrastructure Projects sanctioned, 26 have been completed and balance 78 are planned to be completed by the timelines indicated below.

S.No.	Number of Projects	Target date of completion
1.	Twenty four	December, 2018
2.	Six	March, 2019
3.	Twenty	December, 2019
4.	Twenty eight	December, 2021

All efforts are being made to complete these projects as per the schedule.

Following important measures have been taken by NMCG to complete the projects in a time-bound manner.

i. Regular review meetings are being held at the level of Hon'ble Minister too where progress of each project is reviewed with concerned state agency;
ii. Project engineers have been appointed by NMCG to monitor the progress of the projects including appointment of PMC (Tata Consultancy of Engineers);
iii. Regular meetings and follow up action is taken up in NMCG with state executing agencies;
iv. Close monitoring of mile-stones for projects is being done including regular field visits.

In terms of allocation of business to various Ministries and the scheme scope, mandate for Namami Gange Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned ministry i.e. Ministry of Environment, Climate Change and Forests.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 6)

GHAT WORKS AND BEAUTIFICATION OF RIVER FRONTS

The Committee observe that under the component of Ghat works and Beautification of River Fronts of *Namami Gange*, as against the budgetary provision of Rs. 50 crore for the year 2017-18, no Actual Expenditure could be incurred. During the year 2018-19, again an allocation of Rs. 50 crore has been made under this Head. The Committee are astonished to find that out of total 64 projects taken up, only 24 Projects in West Bengal have been completed. Also, at present the Ministry is concentrating on Ghat works and Beautification of River Fronts of only Ganga River. However, while disapproving the Ganga centric mindset of the Ministry, the Committee think that the provision of Rs. 50 crore for the works of Ghat and Beautification of River Fronts is minuscule as Ghats and River Fronts need to be developed for a large number of Rivers in the country. They further note that though the Projects were initially sanctioned for an amount of Rs. 1100 crore, later on only Priority Projects were taken up due to lower amount of availability of funds. They observe that recently, the Ministry is trying to arrange funds from the Corporate sector under their Corporate Social Responsibility (CSR) activities. The Committee, however, appreciate the fact that through the works like River Development and Maintenance of Ghats, the efforts of the Government to clean the River are more visible on the ground and as such they create an element of awareness amongst public to keep the Rivers clean. The public get more sensitized to maintain the health of Rivers around. The Committee, therefore, are of the view that there is a need to increase Budgetary Support for these works. Further the Committee also are of the further opinion that the River Front Development works should not be limited to only River Ganga, rather it should be expanded to cover all the Major Rivers of the country. They, therefore, strongly recommend the Ministry to explore the possibility of expanding the scope of this Programme to include other Major Rivers of the country as well.

Reply of the Government

In addition to the budgetary support available for river front development and construction/renovation of ghats and crematoria, steps have been initiated to take up such works through Clean Ganga Fund. Corporate funding is also being explored for such works.

As far as taking up such works on rivers other than Ganga and its tributaries, in terms of allocation of business to various Ministries and the scheme scope, mandate for Namami Gange Programme is for cleaning of River Ganga and its tributaries. The recommendation of the Committee to cover all major rivers of the country is a policy decision and would be referred to the concerned ministry i.e. Ministry of Environment, Climate Change and Forests.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 8)

RIVER BASIN MANAGEMENT

The Committee note that the scheme of River Basin Management (RBM) consists of two broad components namely Brahmaputra Board and Investigation of Water Resources Development Scheme (IWRDS). IWRDS is being implemented by (a) National Water Development Authority (NWDA) and (b) Central Water Commission (CWC). Under this Scheme, Brahmaputra Board is carrying out works of – (i) Survey, Investigation & preparation of Master Plan, (ii) Preparation of DPR of Multipurpose Projects (iii) Drainage Development Schemes (iv) Anti-erosion works including protection of Majuli Island, Balat Village in Meghalaya, Mankachar and Masalabari area in Assam etc from flood and erosion and (v) Construction of Raised Platforms. Further CWC has been preparing Detailed Project Reports (DPRs) of Projects in the river basins of North east region to provide hydroelectric and irrigation benefits as per proposed plan of the RBM Scheme. They also note that the NWDA has updated water balance studies for 26 links, completed pre-feasibility studies for 15 intra-State link and Detailed Project Report (DPR) of 3 intra State links. The Committee find that Budget provision of Rs. 225 crore has been earmarked for this Scheme for the financial

year 2018-19. However they observe that an Expenditure of only Rs. 146.18 crore has been incurred in 2017-18 as against Budget Provision of Rs. 199.99 crore. They further observe that the funds have remained unutilized to a great extent due to problems such as unseasonal rainfall and high flood level of rivers, local disturbances, unavailability of forest clearances, shortage of staff, non completion of Feasibility Reports (FRs) of Himalayan Component due to international issue of Nepal/ Bhutan, etc. The Committee also note that formation of River Basin Authority for management of water resources of each river basin in a holistic manner has been kept in abeyance despite proposal to this effect given in the Report of the National Commission for Integrated Water resources Development way back in 1999, which suggested for enacting a legislation to replace the River Boards Act, 1956. Further a Draft River Basin Management Bill was recommended by Doabia Committee in 2012, which has been considered by a Group of Experts under the Chairmanship of Shri A. B. Pandya, Ex Chairman, CWC. The Group of Experts has now submitted the finalized draft of the River Basin Management Bill, 2017 which is currently being considered by the Ministry. The Committee are of the opinion that many of the problems stated above which have hampered faster implementation of Projects/Works under this Scheme can be resolved if the works are undertaken basin wise. They, therefore, recommend the Ministry to take expeditious measures for the enactment of the proposed River Basin Act, to enable establishment of the River Basin Authority and management of water resources of each river basin in a holistic manner. The Committee desire to be apprised of the timelines fixed for the purpose.

Reply of the Government

The second Administrative Reforms Commission in its 7th Report titled "Capacity Building for Conflict Resolution-Fiction to Fusion" recommended under Para 5.5(c) that River Basin Organizations (RBOs) should be set up for each inter-State river, as proposed by the Report of the National Commission for Integrated Water resources Development, 1999 by enacting a legislation to replace the River Boards Act, 1956. A Committee under Chairmanship of Shri Tejinder Singh Doabia, Former Judge of M.P. and

J&K High Court gave its recommendation in 2012 in the form of Draft River Basin Management Bill. A Group of Officers constituted on 2.3.2017 to examine the report and suggest possible changes required in the draft River Basin Management Bill to make it implementable. The First meeting of the Group of officers was held on 28.4.2017. Subsequently, a meeting was held on 25.07.2017 under Chairmanship of Secretary (WR, RD & GR) wherein experts and professionals of the subject matter participated for wider discussion on the provisions of the Bill. In this meeting, it was further decided to constitute a three member Group of Experts (GoE) under Chairmanship of Shri A.B. Pandya, Ex-Chairman, CWC.

The GoE so constituted held two meetings on 25.09.2017 and on 04.12.2017 and had a closer look on implementation of the Bill keeping in mind the experiences in the functioning of existing River Boards. The GoE have now submitted the finalized draft of the RBM Bill, 2017, which is under consideration of the Ministry. Since water is a state subject and the Bill having far reaching implications in the field of Water management and conservation, it will be circulated among various stakeholders: State Governments and general public at large (by way of uploading on website). After receiving comments from various stakeholders, the Bill be finalized by the Ministry and will be sent to Ministry of Law and Justice and Cabinet for their comments and approval. As such the consultation on the Bill and subsequent action is likely to take considerable time and fixing of definite timeline at this stage is not feasible

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 14)

RESEARCH AND DEVELOPMENT AND IMPLEMENTATION OF NATIONAL WATER MISSION

The Committee observe that the scheme of Research and Development and Implementation of National Water Mission has been formulated by amalgamating existing schemes of (i) Research and Development and (ii) Implementation of National Water Mission included under XII Plan. This Scheme intends to undertake Research and Development to provide educational training and human resources development programme in water sector and implement Schemes / Projects for conservation of water, minimizing wastage and ensuring its more equitable distribution both across and within States through National Water Mission. The Committee note that under the scheme of National Water Mission, as compared to BE of Rs. 15 crore for the year 2017-18, the RE was Rs. 5 crore whereas the Actual Utilization

was only Rs. 0.69 crore upto 31 January, 2018. However, the BE allocations for the year 2018-19 has been again increased substantially to Rs. 20.10 crore for National Water Mission. The Committee find that the main reasons for underutilization of resources under the Head National Water Mission is due to inadequate staff and absence of full time Mission Director in National Water Mission who has to coordinate with other Ministries, State Governments and other Organizations intensively for fulfilling its mandate and objectives. The Committee, therefore, strongly recommend the Ministry to take urgent measures to fill up the vacancies in the National Water Mission at the earliest.

Reply of the Government

A proposal for filling up of the vacancies of staff viz. Consultants and Young Professionals through outsourcing was moved for 13 professionals. Applications have been received in this regard and short-listing of the candidates is being done by a screening committee for final selection through interviews. Meanwhile, a proposal for continuation of services of 3 Consultants who earlier worked in National Water Mission (NWM) is under consideration in the Ministry as a stop-gap arrangement till the joining of the finally selected candidates. CWC and CGWB were also requested to depute two officers in NWM for implementation of its activities.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 15)

Further, with regard to increasing water use efficiency by 20 per cent which is one of the goals of National Water Mission, the Committee find that not much headway has been made. As informed to the Committee, the water use efficiency in agriculture is only 38% whereas it is the largest consumer of water using 80 per cent of water for irrigation. The Committee further observe that establishment of proposed National Bureau of Water use efficiency has been put on a back burner, which could have gone a long way in improving water use efficiency by making users accountable for wastage. The Committee therefore,

stress the need for establishing National Bureau of Water Use Efficiency with immediate effect with statutory powers. They would like to be apprised of the measures taken/proposed to be taken for an early establishment of National Bureau of Water Use Efficiency.

Reply of the Government

The proposal for establishment of National Bureau of Water Use Efficiency (NBWUE) with statutory powers was reviewed and submitted to the competent authority for his approval/ advice. Appropriate measures will be taken for implementation of NBWUE after approval from Competent Authority is received.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 18)

MORE CROP PER DROP – MICRO IRRIGATION

The Committee find that the objective of 'More Crop Per Drop' or efficient use of water in agriculture is being encouraged partly through the Command Area Development (CAD) Works implemented *pari-passu* in AIBP projects and partly under PMKSY component being implemented by the Ministry of Agriculture and Farmers Welfare. As of now, the thrust in AIBP and CADWM projects is on the encouragement of the use of underground pipeline network to reduce the wastage of water. They also notice that Har Khet Ko Pani (HKKP) under PMKSY, being executed by the Ministry of Water Resources, River Development and Ganga Rejuvenation includes only creation of irrigation potential under the Schemes of SMI and RRR of water bodies, based on proposals submitted by the States. They further observe that the Ministry does not have any information on area covered under Micro Irrigation under 99 Prioritized Projects of AIBP. They also note with utmost concern that the proposed Micro Irrigation Fund (announced in Budget 2017-18), to be created in NABARD with an initial corpus of Rs. 5000 crore under the jurisdiction of Ministry of Agriculture and Farmers Welfare and proposed implementation of

"Incentivisation Scheme for Bridging Irrigation Gap (ISBIG)" Scheme under the jurisdiction of the Ministry of Water Resources, River Development and Ganga Rejuvenation are yet to see the light of the day. ISBIG scheme is yet to be approved by Expenditure Finance Committee (EFC). Noting that the use of Drip and Sprinkler Irrigation Devices has not been included in the Micro Irrigation infrastructure component of CADWM programme, the Committee are of the opinion that the measures so far taken by the Ministry are not sufficient to increase the use of Micro Irrigation methods in a big way. Further, at present, the farmers are expected to bear the cost of such devices either themselves or avail subsidies available in extant scheme of the Ministry of Agriculture and Farmers Welfare. The Committee are of the view that the Ministry of Water Resources, River Development and Ganga Rejuvenation should play a pivotal role in spreading Micro Irrigation Methods alongwith laying of underground pipelines, creating a robust network. In this regard, the Ministry should formulate scheme to propagate Micro Irrigation in a big way by giving incentives to farmers in the form of financial assistance / subsidy in consultation with the Ministry of Agriculture and Farmers Welfare. The Committee, therefore, recommend the Ministry to initiate measures to incentivize farmers and apprise the Committee in detail about the efforts made in this direction within three months of presentation of this Report. The Committee also recommend the Ministry to make sincere efforts for implementation of ISBIG Scheme at the earliest. Further the Ministry should collect information on total area covered under Micro Irrigation in the 99 Prioritised Projects of AIBP and furnish the details to the Committee as well.

Reply of the Government

Ministry of Agriculture and farmers Welfare's Micro Irrigation (MI) scheme already provides for direct subsidies to the farmers to bear the cost of devices such as drip sets/sprinkler sets. The scope of CADWM programme is accordingly, restricted to only the creation of infrastructure including components of sump, pump, HDPE pipelines and pertinent devices. However, for the overall effectiveness, convergence of efforts (for creation of both MI infrastructure up to farm outlets and MI devices within farm) is sought with

MOA&FW. Accordingly, the MOA&FW has agreed to provide support through the Micro Irrigation Fund(IMF) proposed to be created under their Ministry. As such a separate scheme for incentivization of farmers directly by MOWR,RD&GR is not proposed.

The proposed 'Incentivization Scheme for Building Irrigation Gap (ISBIG)' targets balance CCA of 80 lakh ha. under 317 projects in 24 States at a cost of Rs. 61237 cr. State level consultations were held during April, 2017 to finalise the scope of the scheme. The meeting of EFC was held on 27th march, 2018, minutes are awaited, following which the case will be put up for the approval of the Cabinet.

In the ongoing projects under 99 prioritized projects, the States are required to cover at least 10% of the CCA under MI wherever feasible. However, the States in most cases are presently focused on conventional On Farm Development (OFD) works while indicating coverage of MI at a later phase of project implementation.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

Recommendation (Para No. 22)

CENTRAL GROUND WATER BOARD (CGWB)

The Committee note that the Central Ground Water Board (CGWB), a Multidisciplinary Scientific Organization has been entrusted with the responsibility to develop and disseminate information technologies, monitor and implement national policies for the scientific and sustainable development and management of India's Ground Water resources including their exploitation, assessment, conservation, augmentation, protection from pollution and distribution based on principles of economic and ecological efficiency and equity. They further note that the Board is not sufficiently empowered to carry out its activities effectively as it has serious shortage of both manpower and modern equipment. At present out of total sanctioned staff strength of 4012, 1209 posts are vacant in the Board. Further 23 technical and non-technical staff have been deployed at Central Ground Water Authority (CGWA) Central Head Quarter at New Delhi. Also, at Regional level, CGWA NOC/issues are being handled by existing CGWB manpower only. They observe that measures such as revision in recruitment rules, revival of posts, pursuing UPSC for filling up of Scientific Group 'B' Gazetted posts etc. are being undertaken. The activities of the Board are

also getting handicapped due to lack of modern equipments. Besides, CGWB, State Ground Water Departments are not adequately equipped to handle their work as these are also suffering from lack of domain specialists. With regard to the proposal for restructuring of CGWB, as recommended in Dr. Mihir Shah Committee's Report, they notice that the proposal is presently being considered by the Ministry. The Committee, therefore, recommend the Ministry to take urgent steps for filling up vacancies without further delay at CGWB by recruitment of domain specialist. Further the Ministry should take measures to increase staff strength under CGWA to enable it to carry out its regulatory role independently. Besides, steps should also be initiated to procure the modern equipment to enable CGWB to carry out its activities more effectively. State Governments should be persuaded to take desired steps for strengthening the State Ground Water Departments with whose collaboration, the Board can effectively manage and develop the Ground Water Resources.

Reply of the Government

The Central Ground Water Board is making all possible efforts for filling up of vacancies by way of direct recruitment through Staff Selection Commission (SSC), Union Public Service Commission (UPSC) and through promotion. Amendments in Recruitment Rules are being processed at Ministry / Dept. of Personnel & Training (DOPT) level. Further, a proposal prepared by Central Ground Water Authority (CGWA), New Delhi for creation of additional posts for handling work related to Authority is under consideration.

(O.M. No. G-30013/1/2018 - Budget, Dated : 13.06.2018)

CHAPTER – V

RECOMMENDATION/OBSERVATION IN RESPECT OF WHICH FINAL REPLY OF THE GOVERNMENT IS STILL AWAITED

NIL

NEW DELHI;
07 August, 2018
16 Shravana, 1940 (Saka)

RAJIV PRATAP RUDY,
Chairperson,
Standing Committee on Water Resources

ANNEXURE-I

STATE WISE LIST OF DAMS AND THEIR ESTIMATED COST

(Rs in Crore)

Sl. No.	State/Agency	No. of Dams	Estimated cost (Rs in Crore)
1	Karnataka	28	386.14
2	Uttar Pradesh	41	1618.14
3	Rajasthan	207	1205.81
4	Telangana	29	645.13
5	Maharashtra	173	1170.75
6	Goa	2	58.00
7	Manipur	2	19.99
8	Meghalaya	6	108.75
9	Andhra Pradesh	65	1200.00
10	BBMB	3	230.00
11	Kerela WRD	19	165.90
12	Gujarat	8	230.00
13	West Bengal	9	126.47
14	Madhya Pradesh	27	103.69
15	Bihar	10	63.52
16	CWC	-	570.00
17	Chattisgarh	5	91.52
18	Kerala SEB	12	150.00
19	TANGEDCO	25	454.00
20	Punjab	12	472.46
21	Odisha	36	1150.00
	TOTAL	**719**	**10220.27**

ANNEXURE-II

LIST OF MAJOR WORKS TO BE UNDERTAKEN UNDER DRIP DAMS

1. Geophysical Investigations
2. Geo-membrane
3. Finite Element Studies
4. Consultancy s
5. Construction of Additional Spillways/Flush bar/Breaching dyke (Fuse Plug)
6. Guniting on upstream face of Masonry dam/other locations
7. Pointing on Upstream face of Masonry dams
8. Pointing on Downstream face of Masonry dams
9. Strengthening of Masonry dams from stability considerations
10. Underwater Repairs of cracks, cavities etc. formed due to Alkali Aggregate Reaction in concrete dams
11. Grouting of Dam Body
12. Curtain Grouting
13. Reaming/Drilling of drainage holes in Concrete/Masonry Dams.

13 (i) Drainage holes in dam body

13 (ii) Foundation Drainage holes

14. Dam Contraction Joints Treatment (Hydrophilic Water Seal etc.)
15. Lift/Elevators
16. Works in Galleries like provision of hand rails, electrification, painting, floor tiles etc
17. Repairs to Spillway Crest/Glacis/Piers
18. Repairing of Energy Dissipation Arrangement
19. Repairs /Provision of new Apron D/s of Energy Dissipation Arrangements.
20. Repairs /Construction/Extension of Training Walls of Main spillway/Power channel of Barrage
21. Repairs to structures in Spill Channel (Fall Structures, Training walls, Energy Dissipation etc.)
22. Widening/other works for improving flow conditions in Spill Channel
23. Re-sectioning/Strengthening of the disturbed D/s face of earthen dam (due to rain cuts/other reasons) to design section
24. Resetting of Disturbed Rip-Rap on the u/s face for earthen dams
25. Provision /Cleaning of Toe Drains
26. Resetting of disturbed downstream Rock Toe in Earth dams
27. Provision of Cut - off Trench u/s of Homogeneous Earth dams
28. Repairs to Chute (transverse) and Longitudinal drains in Earth dams
29. Repairs/Provision of Steps in dams on the downstream
30. Repairing of Dam Top Road
31. Raising Height of Dams
32. Grouting in Embankment Dams.
33. Construction/Raising of Upstream Parapet Wall
34. Construction of Downstream parapet wall / guide posts/D/s Edging
35. Repairs of Parapet walls of dams (Upstream/Downstream)

36. Repairs to outlet work
37. Turfing on D/s face of earth dam
38. Electrification on Dam Top
39. Repairing of Dam Approach / Access Roads
40. Provision of Stand-by Generator/D.G set
41. Pumps for De-watering
42. Works for Encouraging Tourism Development
43. Miscellaneous works (Construction/Repairs of Buildings such as Inspection Bunglow, Chowkidar Qtr., Control rooms etc.)
44. Reservoir fencing (around reservoir periphery area, d/s of dam etc.)
45. De-silting of Reservoirs
46. Trash Rack cleaning machine
47. Repair to Power Channel
48. Repair to Protection Works u/s and d/s of barrage (C.C Blocks, Launching Apron)
49. Pointing of Granite Stone over Barrage Floor and in damaged Piers of Barrage
50. Instrumentation
51. Remote control for Operation of Gates (SCADA)
52. Service /Repairs for Spillway Gates/Spillway hoist, Stop Log including replacement of seal etc.
53. Service /Repairs for Draft Tube, Under Sluice gates, Intake gates/Valves
54. Provision of new gate /shutters
55. Foot bridge for service/approach to trunnion
56. Surface preparation and painting work on Hoists, Gates, Lifting Beams, Stop logs, Gantry cranes etc.
57. Service /Repairs of Gantry Crane.
58. Replacement of Wire ropes and attachments
59. Service /Repairs of Electrical equipments and Control H.M works
60. Underwater inspection of Gate blockouts and embedded parts by divers/ROV
61. Miscellaneous H.M works

ANNEXURE-III

MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2017-18) HELD ON TUESDAY, 07 AUGUST 2018

The Committee sat from 1500 hours to 1530 hours in Committee Room No. 139, First Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Rajiv Pratap Rudy – Chairperson

MEMBERS

LOK SABHA

2. Shri Radheshyam Biswas
3. Shri Devusinh Jesingbhai Chauhan
4. Shri Sudheer Gupta
5. Shri Mohanbhai Kundariya
6. Shri Maganti Murali Mohan
7. Shri Sidhant Mohapatra
8. Shri Abhijit Mukherjee
9. Shri Subhash Patel
10. Shri Sanjaykaka Ramchandra Patil
11. Shri Vijaysinh Mohite Patil
12. Smt. Aparupa Poddar
13. Shri Vishnu Dayal Ram
14. Smt. V. Sathyabama
15. Shri Lallu Singh

RAJYA SABHA

16. Sardar Balwinder Singh Bhunder
17. Shri Harshvardhan Singh Dungarpur
18. Shri Syed Nasir Hussain
19. Shri Ahmad Ashfaque Karim
20. Dr. Kirodi Lal Meena
21. Shri Mir Mohammad Fayaz
22. Shri Dharmapuri Srinivas
23. Shri Pradeep Tamta

SECRETARIAT

1.	Shri Shiv Kumar	-	Joint Secretary
2.	Shri Kushal Sarkar	-	Additional Director
3.	Shri R. C. Sharma	-	Deputy Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. Thereafter, the Committee took up for consideration and adoption (i) Draft Report on Action Taken by the Government on the Observations / Recommendations contained in the Twentieth Report (16th Lok Sabha) on Demands for Grants (2018-19) of the Ministry of Water Resources, River Development & Ganga Rejuvenation. (ii) Draft Report on the subject 'Socio-economic impact of commercial exploitation of water by Industries'. After some deliberations, the Committee adopted the aforesaid two draft Reports with minor modifications, subject to factual verification of facts in the narration.

3. The Committee also authorized the Chairperson to present these two Reports to both the Houses of Parliament in the current Monsoon Session.

The Committee then adjourned

ANNEXURE –IV

[Vide Para 4 of the Introduction]

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS / OBSERVATIONS CONTAINED IN THE TWENTIETH REPORT (SIXTEENTH LOK SABHA) OF THE COMMITTEE

(i) Total number of Recommendations/Observations *22*

(ii) Recommendation/Observations which have been accepted by the Government

Para Nos. 1, 3, 7, 9, 10, 11, 12, 13, 16, 17, 19, 20 and 21

Total - 13

Percentage -59.09%

(iii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies

Para Nos. NIL *Total - NIL*

Percentage- 0%

(iv) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee

Para Nos. 2, 4, 5, 6, 8, 14, 15, 18 and 22

Total – 09

Percentage 40.90 - %

(v) Recommendation/Observation in respect of which final reply of the Government is still awaited

Para Nos. NIL

Total NIL

Percentage - 0%